

# ANNOTATED MINUTES

Tuesday, August 13, 1996 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

## LAND USE PLANNING MEETING

*Chair Beverly Stein convened the meeting at 9:30 a.m., with Vice-Chair Dan Saltzman, Commissioners Sharron Kelley, Gary Hansen and Tanya Collier present.*

- P-1 CU 1-96, HV 1-96, SEC 1-96 DE NOVO HEARING Regarding Appeal of Hearings Officer Decision DENYING Request for a Conditional Use Permit for a Single Family Residence Not Related to Forest Management, Lot Size and Setback Variances, and a Significant Environmental Concern Permit in the Commercial Forest Use CFU-80 and SEC-h Wildlife Habitat Zones Located at 3130 NW FOREST LANE, PORTLAND. Testimony Limited to 15 Minutes Per Side.

**CHAIR STEIN EXPLAINED QUASI-JUDICIAL PROCESS. AT CHAIR STEIN'S REQUEST FOR DISCLOSURE, NO EX PARTE CONTACTS WERE REPORTED. AT CHAIR STEIN'S REQUEST FOR CHALLENGES AND/OR OBJECTIONS, NONE WERE OFFERED. PLANNER BOB HALL PRESENTED CASE HISTORY AND RESPONDED TO BOARD QUESTIONS. HEARINGS OFFICER PHIL GRILLO PRESENTED CONDITIONS, FINDINGS OF FACT AND CRITERIA USED IN DETERMINATION TO DENY APPLICATION. APPLICANT'S ATTORNEY DAVID HUNNICUTT SUBMITTED MEMORANDUM IN SUPPORT OF APPLICATION WITH LETTERS FROM RAYMOND LUTHY, FRANK WALKER, AE ASSOCIATES, AND ROBERT BOWSER AND PRESENTED TESTIMONY IN SUPPORT OF REVERSAL OF THE HEARINGS OFFICER DECISION, ADVISING DENIAL OF THE APPLICATION EFFECTS A TAKING OF APPLICANT'S PROPERTY. APPLICANT'S ATTORNEY MICHAEL ROBINSON TESTIFIED IN SUPPORT OF REVERSAL AND RESPONDED TO A**

**PROCEDURAL MATTER RAISED BY OPPONENT  
ARNOLD ROCHLIN. ARNOLD ROCHLIN  
TESTIFIED IN OPPOSITION TO APPLICANT'S  
REQUEST, IN RESPONSE TO APPLICANT'S  
TESTIMONY, AND IN SUPPORT OF HEARINGS  
OFFICER DECISION DENYING APPLICATION.  
DAVID HUNNICUTT RESPONDED TO QUESTIONS  
OF FARM USE AND OWNERSHIP. IN RESPONSE  
TO CHAIR STEIN'S REQUEST FOR CONTINUANCE  
OR OBJECTION TO HEARING, MR. ROCHLIN  
REQUESTED THAT THE RECORD BE KEPT OPEN  
FOR 7 DAYS IN ORDER TO RESPOND TO WRITTEN  
MATERIALS SUBMITTED TODAY. MR. HALL AND  
MR. ROBINSON DISCUSSION IN RESPONSE TO  
MR. ROCHLIN'S REQUEST AND BOARD  
QUESTIONS REGARDING SCHEDULING. MR.  
GRILLO RESPONSE TO BOARD QUESTIONS  
REGARDING OWNERSHIP ISSUE, FOREST USE  
AND FINDINGS ON OTHER GROUNDS. MR.  
ROBINSON RESPONSE TO BOARD QUESTIONS  
REGARDING APPLICANT'S INTENTION TO  
DEVELOP. IN RESPONSE TO CHAIR STEIN'S  
REQUEST FOR OBJECTION TO HEARING, NONE  
WERE OFFERED. HEARING CLOSED.  
FOLLOWING DISCUSSION, BOARD CONSENSUS  
TO CONTINUE THE DECISION UNTIL THE  
THURSDAY, SEPTEMBER 10, 1996 BOARD  
MEETING.**

*The planning meeting was adjourned at 10:25 a.m. and the briefing was  
convened at 10:30 a.m.*

---

Tuesday, August 13, 1996 - 10:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

## **BOARD BRIEFING**

- B-1 Discussion and Request for Policy Direction Regarding County Position on Proposed Property Tax Exemption Program for Transit Oriented Mixed Use and Residential Development. Presented by Rey España and Mike Saba.

**REY ESPAÑA, MIKE SABA, HENRY MARCUS,  
BARRY CROOK, KRISTIN HERMAN, DAN STEFFEY  
AND TASHA HARMON PRESENTATIONS AND  
RESPONSE TO BOARD QUESTIONS AND  
DISCUSSION.**

*Commissioner Hansen was excused at 11:45 a.m.*

**CHAIR STEIN DIRECTED COUNTY STAFF REY  
ESPAÑA AND BARRY CROOK TO WORK  
TOGETHER AND FOLLOW UP WITH ANOTHER  
BOARD BRIEFING.**

*There being no further business, the meeting was adjourned at 11:55 a.m.*

---

Tuesday, August 13, 1996 - 1:00 - 4:00 PM  
Office of the Mayor, Fifth Floor - International Conference Room  
1400 SW Fifth Avenue, Portland

## **MULTNOMAH CITIES/COUNTY JOINT MEETING**

*Gussie McRobert convened the meeting at 1:00 p.m., with Beverly Stein, Dan Saltzman, Sharron Kelley, Tanya Collier, Don Robertson, Roger VonderHarr, Vera Katz, Gretchen Kafoury, Charlie Hales, Kay Durtschi, Mike Lindberg, Barbara Clark, Charles Rosenthal, Pamela Wev, Jeff Rogers, Marge Kafoury and Tim Grewe present, and Gary Hansen arriving at 1:45 p.m.*

- B-2 Elected Officials from the Cities of Portland, Fairview, Gresham, Troutdale and Wood Village, and the Multnomah County Board of Commissioners Will Meet to Discuss Topics Including Individual Critical Issues; 1996 Annual Benchmark Report; Potential Local Impacts of Ballot Measures; Emerging 1997 State Legislative Issues; Political Revisions to Resolution A Policy and Other Issues.

**ELECTED OFFICIALS GUSSIE MCROBERT, ROGER  
VONDERHARR, BEVERLY STEIN, TANYA COLLIER,  
DAN SALTZMAN, SHARRON KELLEY, VERA KATZ,  
GRETCHEN KAFOURY, CHARLIE HALES, MIKE  
LINDBERG, DON ROBERTSON, GARY HANSEN  
AND BARBARA CLARK AND INVITED GUESTS KAY  
DURTSCHI, PAMELA WEV, JEFF ROGERS, MARGE  
KAFOURY, CHARLES ROSENTHAL, NINA REGOR**

**AND TIM GREWE PRESENTATIONS AND DISCUSSION. MAYORS TO SIGN JOINT LETTER GENERATED BY MAYOR KATZ BY OCTOBER 1, 1996 TO PORTLAND CHAMBER OF COMMERCE ASKING THEM TO COORDINATE A JOINT CHAMBERS OF COMMERCE INDEPENDENT ANALYSIS OF THE FINANCIAL IMPACTS OF CERTAIN BALLOT MEASURES. BUDGET STAFF TO ASSIST WITH APPLICABLE DATA. JURISDICTIONS TO PROVIDE LIST OF BALLOT MEASURES TO MAYOR KATZ BEFORE FRIDAY. EACH JURISDICTION TO HAVE THREE TOPIC IDEAS WITH RELATED BENCHMARKS TO FEED INTO THE CITIES/COUNTIES COORDINATING COMMITTEE (C-4); TOPICS INCLUDE INFORMATION TECHNOLOGY, CONSOLIDATION, RESOLUTION A, HOMELESS, TEEN PREGNANCIES HOUSING, WORK FORCE, SENIORS AND ANNEXATION. SCHEDULERS TO SCHEDULE A FOLLOW UP JOINT MEETING IN OCTOBER.**

*There being no further business, the meeting was adjourned at 3:40 p.m.*

---

Thursday, August 15, 1996 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

## **REGULAR MEETING**

*Chair Beverly Stein convened the meeting at 9:35 a.m., with Vice-Chair Dan Saltzman and Commissioner Tanya Collier present, and Commissioners Sharron Kelley and Gary Hansen excused.*

### **CONSENT CALENDAR**

**UPON MOTION OF COMMISSIONER SALTZMAN, SECONDED BY COMMISSIONER COLLIER, THE CONSENT CALENDAR (ITEMS C-1 THROUGH C-2) WAS UNANIMOUSLY APPROVED.**

### **NON-DEPARTMENTAL**



- C-1 Renewal of Intergovernmental Agreement 700025 with the State of Oregon Services to Children and Families, Providing Child Abuse Multidisciplinary Intervention (CAMI) Funding for 1 FTE Protective Services Worker Assigned to Child Abuse Investigations

## **DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**

- C-2 Intergovernmental Agreement 105366 with the City of Portland, Clarifying Roles and Responsibilities for the Program Operations, Management, and Facilities Operations of the Singles Housing Assessment Center

## **REGULAR AGENDA**

## **PUBLIC COMMENT**

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

***CHRISTINE HILLMER, JEFF MCMAHON AND SHERRY DAHLEN COMMENTED IN OPPOSITION TO PROPOSED NORTH PORTLAND HEALTH CENTER LOCATION. COMMISSIONER COLLIER COMMENTS IN RESPONSE. DIANNA ROBERTS COMMENTS REGARDING SEARCH WARRANT OF HER ADULT CARE HOME ON FRIDAY, AND SUBMITTAL OF CERTAIN DOCUMENTS REGARDING HER CASE, WHICH WERE NOT ACCEPTED BY THE HEARINGS OFFICER.***

## **NON-DEPARTMENTAL**

- R-2 Board Decision and Consideration of an ORDER Regarding the Appeal of Dianna Roberts from the Hearings Officer Decision on an Adult Care Home License. **OPTION 1** Schedule a Hearing to Accept Evidence or Argument on this Appeal; OR **OPTION 2** Decide this Appeal on the Record that has Already Been Created. MCC Section 8.90.090 (J) and Section 890-90-450 of the Administrative Rules for Licensure of Adult Care Homes Give the Board Discretion to Follow Either Course.

***ACTING BOARD COUNSEL PETE KASTING EXPLANATION OF PROCESS AND BOARD OPTIONS. ATTORNEY JIM HILLAS TESTIMONY IN***

**SUPPORT OF DIANNA ROBERTS' REQUEST FOR CONTINUANCE AND RESPONSE TO BOARD QUESTIONS. COUNTY COUNSEL KATIE GAETJENS TESTIMONY IN OPPOSITION TO REQUEST FOR CONTINUANCE. DIANNA ROBERTS AND LINDA SHELTON TESTIMONY IN SUPPORT OF CONTINUANCE. MS. GAETJENS OBJECTION. MR. KASTING EXPLANATION OF BOARD OPTIONS ON THIS CASE. UPON MOTION OF COMMISSIONER COLLIER, SECONDED BY COMMISSIONER SALTZMAN, IT WAS UNANIMOUSLY APPROVED TO DECIDE THE CASE ON THE RECORD. UPON MOTION OF COMMISSIONER COLLIER, SECONDED BY COMMISSIONER SALTZMAN, THE HEARINGS OFFICER DECISION WAS UNANIMOUSLY AFFIRMED AND AT THE REQUEST OF MR. KASTING, ORDER 96-137 WAS UNANIMOUSLY APPROVED.**

#### **DEPARTMENT OF HEALTH**

- R-3 NOTICE OF INTENT to Respond to a Program Announcement from the Centers for Disease Control and Prevention to Fund a Cooperative Agreement for the Development and Evaluation of HIV Prevention Programs for HIV Positive Men

**COMMISSIONER COLLIER MOVED AND COMMISSIONER SALTZMAN SECONDED, APPROVAL OF R-3. JOHN DOUGHERTY EXPLANATION. NOTICE OF INTENT UNANIMOUSLY APPROVED.**

#### **DEPARTMENT OF SUPPORT SERVICES**

- R-4 RESOLUTION Repealing Resolutions 90-57 and 93-338 and Directing the Proceeds from the Sale of Unrestricted County Property to the Capital Improvement Fund and the Capital Acquisition Fund

**COMMISSIONER SALTZMAN MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-4. BARRY CROOK AND DAVE BOYER**

EXPLANATION AND RESPONSE TO BOARD QUESTIONS. JERE RETZER AND JOHN ALLAND TESTIMONY IN SUPPORT OF ASH CREEK AMENDMENT. JUDITH FROM THE CITY OF PORTLAND TESTIMONY IN SUPPORT OF AMENDMENTS AND RESPONSE TO BOARD QUESTIONS REGARDING TIER 1 GREENSPACE AND THE CITY'S EFFORTS TO OBTAIN FEDERAL GRANT FUNDING. KAY DURTSCHI TESTIMONY IN SUPPORT OF AMENDMENT. COMMISSIONER SALTZMAN MOVED, SECONDED BY COMMISSIONER COLLIER, TO AMEND THE SECOND FURTHER RESOLVED ON PAGE 2 BY ADDING THE FOLLOWING LANGUAGE: "A ONE-TIME ONLY \$20,000 DISBURSEMENT BE MADE TO JOIN AND COMPLETE THE EFFORTS MADE BY METRO AND THE CITY OF PORTLAND PARKS DEPARTMENT TO PURCHASE THE TAYLOR WOODS PROPERTY WHICH INCLUDES THE HEADWATERS OF ASH CREEK, A TRIBUTARY OF FANNO CREEK IN PORTLAND'S CRESTWOOD NEIGHBORHOOD AND AN IMPORTANT PARCEL RECOGNIZED IN THE FANNO CREEK GREENWAY AND TRYON CREEK LINKAGE REFINEMENT PLANS;" MOTION UNANIMOUSLY APPROVED. COMMISSIONER COLLIER MOVED, SECONDED BY COMMISSIONER SALTZMAN, TO ADDITIONALLY AMEND THE SECOND FURTHER RESOLVED ON PAGE 2 BY ADDING THE FOLLOWING LANGUAGE: "AND A ONE-TIME ONLY \$100,000 DISBURSEMENT BE MADE TOWARDS ACQUISITION OF OPEN SPACE PROPERTIES DESIGNATED BY METRO AS TIER 1-B, EAST BUTTES AND INCLUDING ROCKY, KELLY, POWELL, AND MT. SCOTT/CLATSOP BUTTES IN PARTNERSHIP WITH METRO AND THE CITY OF PORTLAND TO PRESERVE THESE IMPORTANT PROPERTIES AND ENHANCE THE LIVABILITY OF MULTNOMAH COUNTY IN THE FUTURE." AMENDMENT UNANIMOUSLY APPROVED. RESOLUTION 96-138 UNANIMOUSLY APPROVED, AS AMENDED. MR. CROOK ADVISED A BUDGET MODIFICATION WILL BE SUBMITTED

***FOR BOARD APPROVAL IN THE NEAR FUTURE.  
COMMISSIONER SALTZMAN COMMENTS IN  
SUPPORT.***

*There being no further business, the meeting was adjourned at 10:24 a.m.*

OFFICE OF THE BOARD CLERK  
FOR MULTNOMAH COUNTY, OREGON

*Deborah L. Bogstad*

Deborah L. Bogstad



## MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK  
SUITE 1510, PORTLAND BUILDING  
1120 SW FIFTH AVENUE  
PORTLAND, OREGON 97204  
CLERK'S OFFICE • 248-3277 • 248-5222  
FAX • (503) 248-5262

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

# AGENDA

## MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS FOR THE WEEK OF

**AUGUST 12, 1996 - AUGUST 16, 1996**

*Tuesday, August 13, 1996 - 9:30 AM - Land Use Planning .....Page 2*

*Tuesday, August 13, 1996 - 10:30 AM - Board Briefing .....Page 2*

*Tuesday, August 13, 1996 - 1:00 PM - Cities/County Meeting..Page 2*

*Thursday, August 15, 1996 - 9:30 AM - Regular Meeting.....Page 3*

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

*Thursday, 9:30 AM, (LIVE) Channel 30*

*Friday, 10:00 PM, Channel 30*

*Sunday, 1:00 PM, Channel 30*

*\*Produced through Multnomah Community Television\**

**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.**

**AN EQUAL OPPORTUNITY EMPLOYER**

*Tuesday, August 13, 1996 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**LAND USE PLANNING MEETING**

- P-1      CU 1-96, HV 1-96, SEC 1-96    DE NOVO HEARING Regarding Appeal of Hearings Officer Decision DENYING Request for a Conditional Use Permit for a Single Family Residence Not Related to Forest Management, Lot Size and Setback Variances, and a Significant Environmental Concern Permit in the Commercial Forest Use CFU-80 and SEC-h Wildlife Habitat Zones Located at 3130 NW FOREST LANE, PORTLAND. Testimony Limited to 15 Minutes Per Side.*
- 

*Tuesday, August 13, 1996 - 10:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**BOARD BRIEFING**

- B-1      Discussion and Request for Policy Direction Regarding County Position on Proposed Property Tax Exemption Program for Transit Oriented Mixed Use and Residential Development. Presented by Rey España and Mike Saba. 1 HOUR REQUESTED.*
- 

*Tuesday, August 13, 1996 - 1:00 - 4:00 PM  
Office of the Mayor, Fifth Floor - International Conference Room  
1400 SW Fifth Avenue, Portland*

**MULTNOMAH CITIES/COUNTY JOINT MEETING**

- B-2      Elected Officials from the Cities of Portland, Fairview, Gresham, Troutdale and Wood Village, and the Multnomah County Board of Commissioners Will Meet to Discuss Topics Including Individual Critical Issues; 1996 Annual Benchmark Report; Potential Local Impacts of Ballot Measures; Emerging 1997 State Legislative Issues; Political Revisions to Resolution A Policy and Other Issues.*

Thursday, August 15, 1996 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

## **REGULAR MEETING**

### **CONSENT CALENDAR**

#### **NON-DEPARTMENTAL**

- C-1      *Renewal of Intergovernmental Agreement 700025 with the State of Oregon Services to Children and Families, Providing Child Abuse Multidisciplinary Intervention (CAMI) Funding for 1 FTE Protective Services Worker Assigned to Child Abuse Investigations.*

#### **DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**

- C-2      *Intergovernmental Agreement 105366 with the City of Portland, Clarifying Roles and Responsibilities for the Program Operations, Management, and Facilities Operations of the Singles Housing Assessment Center*

### **REGULAR AGENDA**

#### **PUBLIC COMMENT**

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

#### **NON-DEPARTMENTAL**

- R-2      *Board Decision and Consideration of an ORDER Regarding the Appeal of Dianna Roberts from the Hearings Officer Decision on an Adult Care Home License. **OPTION 1** Schedule a Hearing to Accept Evidence or Argument on this Appeal; OR **OPTION 2** Decide this Appeal on the Record that has Already Been Created. MCC Section 8.90.090 (J) and Section 890-90-450 of the Administrative Rules for Licensure of Adult Care Homes Give the Board Discretion to Follow Either Course.*

#### **DEPARTMENT OF HEALTH**

- R-3      *NOTICE OF INTENT to Respond to a Program Announcement from the Centers for Disease Control and Prevention to Fund a Cooperative*

*Agreement for the Development and Evaluation of HIV Prevention  
Programs for HIV Positive Men*

**DEPARTMENT OF SUPPORT SERVICES**

**R-4**      *RESOLUTION Repealing Resolutions 90-57 and 93-338 and Directing  
the Proceeds from the Sale of Unrestricted County Property to the  
Capital Improvement Fund and the Capital Acquisition Fund*



MEETING DATE: August 13, 1996  
AGENDA #: B-2  
ESTIMATED START TIME: 1:00 PM

(Above Space for Board Clerk's Use ONLY)

## AGENDA PLACEMENT FORM

SUBJECT: Multnomah Cities/County Joint Meeting

BOARD BRIEFING: DATE REQUESTED: Tuesday, August 13, 1996  
REQUESTED BY: Cities/County Coordinating Committee  
AMOUNT OF TIME NEEDED: 1:00 - 4:00 PM

REGULAR MEETING: DATE REQUESTED: \_\_\_\_\_  
AMOUNT OF TIME NEEDED: \_\_\_\_\_

DEPARTMENT: Non-Departmental DIVISION: Chair Beverly Stein  
CONTACT: Maria Rojo or Sam Adams TELEPHONE #: 248-3955 or 823-4129  
BLDG/ROOM #: 106/1515 or 131/303

PERSON(S) MAKING PRESENTATION: Cities/County Elected Officials, Staff

### ACTION REQUESTED:

☒ INFORMATIONAL ONLY   ☐ POLICY DIRECTION   ☐ APPROVAL   ☐ OTHER

### SUGGESTED AGENDA TITLE:

*Elected Officials from the Cities of Portland, Fairview, Gresham, Troutdale and Wood Village, and the Multnomah County Board of Commissioners Will Meet to Discuss Topics Including Individual Critical Issues; 1996 Annual Benchmark Report; Potential Local Impacts of Ballot Measures; Emerging 1997 State Legislative Issues; Political Revisions to Resolution A Policy and Other Issues*

### SIGNATURES REQUIRED:

ELECTED  
OFFICIAL: \_\_\_\_\_  
(OR)  
DEPARTMENT  
MANAGER: \_\_\_\_\_

*Beverly Stein*

BOARD OF  
COUNTY COMMISSIONERS  
96 AUG - 8 PM 3:05  
MULTNOMAH COUNTY  
OREGON

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

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



City of Portland  
Vera Katz  
Mayor

## Facsimile Transmission

To: Deb

From: Judy

Location: Clerks office

Location: Office of  
International Relations

Fax: 248-5262

Fax: (503) 823-4534

Phone: \_\_\_\_\_

Phone: (503) 823-4572

# of Pages 3  
(including cover)

If you do not receive the full transmission  
please call the above number. Thank you.

Comments:

Sorry for delay - had  
to make some revisions

BOARD OF  
COUNTY COMMISSIONERS  
MULTNOMAH COUNTY  
OREGON  
96 AUG - 7 1AM 11:12

Office of International Relations  
1220 S.W. 5th Avenue, Room 309 • Portland, Oregon 97204-1995  
(503) 823-4572 • FAX (503) 823-3588 • TDD (503) 823-6868

**DRAFT****Multnomah Cities/County Meeting**

1:00 p.m. to 4:00 p.m., Tuesday, August 13, 1996  
Temporary City Hall, Office of the Mayor, International Room  
1400 S.W. 5th Avenue, 5th Floor

**DISCUSSION TOPICS**

BOARD OF  
COUNTY COMMISSIONERS  
96 AUG - 7 AM 11:15  
MULTNOMAH COUNTY  
OREGON

1. **Introductions (5 minutes)**  
*Outcome: Complete self introductions*  
Background Materials: August 7, 1996 meeting memorandum from Sam Adams, Cities/County Coordinating Committee (C4).
2. **Review Discussion Topics Agenda (5 minutes)**  
*Outcome: Mutual understanding of meeting discussion topics.*  
Background Materials: Draft Discussion Topics Agenda.
3. **Individual Critical Issues Report (3 minutes each/15 minutes total)**  
*Outcome: Mayors and County Chair brief participants on individual institutional critical issues.*  
Background Materials: Fairview, Gresham, Portland, Troutdale and Wood Village Budget Messages and Summaries; Summary of Intergovernmental Agreements.
4. **Discuss 1996 Annual Benchmark Report (30 minutes)**  
*Outcome: Pam Wev, Progress Board, facilitates discussion on response to Portland/Multnomah County Progress Board annual report.*  
Background Materials: 1996 Annual Portland/Multnomah Progress Board Report; August 7, 1996 memorandum from Pam Wev, Progress Board (the memorandum distributed separately).
5. **Discuss Potential Local Impacts of Ballot Measures (30 minutes)**  
*Outcome: Marge Kafoury, Portland Office of Government Relations, facilitates discussion of process for determining potential local impacts of state ballot measures.*  
Background Materials: Summary of 1996 State Ballot Measures.
6. **Discuss Emerging 1997 State Legislative Issues (30 minutes)**  
*Outcome: Marge Kafoury, Portland Office of Government Relations, facilitates completion of a draft list of mutual state legislative concerns/issues.*  
Background Materials: None.
7. **Discuss Political Revisions to Resolution A Policy (20 minutes)**  
*Outcome: Mayors and County Chair facilitate discussion to provide direction to Cities/County Coordinating Committee (C4) regarding Resolution A.*  
Background Materials: Jeff Rogers', Portland City Attorney, January 13, 1993 Memorandum, "Status of

Resolution A" and attached copy of resolution.  
Multnomah Cities/County Meeting Agenda  
Page Two

8. **Discuss Other Issues** (45 minutes)  
*Outcome: Each participant provided 5 minutes each to raise issue of concern for possible discussion at future joint meetings.*  
Background Materials: None.
9. **Wrap Up** (5 minutes)  
*Outcome: Provide staff direction for timing and purpose of next meeting.*  
Background Materials: None.

O:\KATZTEAM\C4AG.WPD August 7, 1996 (10:51am)

# interoffice

## MEMORANDUM

---

**to:** County Commissioner Tanya Collier  
City Commissioner Charlie Hales, Portland  
County Commissioner Gary Hansen  
City Commissioner Gretchen Kafoury, Portland  
County Commissioner Sharron Kelley  
Mayor Vera Katz, Portland  
City Commissioner Mike Lindberg, Portland  
Mayor Gussie McRobert, Gresham  
County Commissioner Dan Saltzman  
Chair Beverley Stein  
Mayor Roger Vonderharr, Fairview (representing remaining Multnomah County Cities)

**from:** Sam Adams *SFA*  
Cities/County Coordinating Committee (C4)  
Office of the Mayor, City of Portland

**subject:** Background Material for August 13 Cities/County Meeting

**date:** August 7, 1996

On behalf of the Cities/Counties Coordinating Committee (C4), I am forwarding to you materials as background information for your meeting from 1:00 p.m. to 4:00 p.m. on Tuesday, August 13, in the Office of the Mayor, International Room, Temporary Portland City Hall, 1400 SW Fifth Avenue, Fifth Floor.

The C4 was created by the City Councils and County Board in December, 1993 to ensure effective communication between local governments and to complete projects that improve coordination, cooperation and/or facilitate consolidation and collaboration.

The ordinance creating C4 called for representatives of the group to include the offices of Mayor Katz, Mayor McRobert, County Chair Stein, County Commissioner Saltzman, City Commissioner Kafoury, Fairview (representing the remaining Multnomah County cities), and a selected citizen representatives. We have included other participants as the issues required.

Recently, issues that have received our focus included the FY 1996-1997 budgets, the Disparity Study and the emerging city/county joint housing audit. For the next fiscal year, we would like to take on the task of reviewing Resolution A. If you all concur, we need direction what the objective(s) of the review should include and what process expectations need to be on the table. We await your direction.

Background Material for August 13 Cities/County Meeting

August 7, 1996

Page 2

The enclosed materials includes the following:

- Draft Multnomah Cities/County Meeting Discussion Topics Agenda.
- Cities/County Coordinating Committee (C4) December 8, 1993 Adopted Ordinance.
- City Attorney Jeff Rogers' January 13, 1993 Memorandum, "Status of Resolution A" and attached copy of resolution.
- Summary of 1996 Ballot Measures.
- 1996 Annual Report, Community Benchmarks, Portland/Multnomah Progress Board.
- City of Portland: Mayor's Proposed Budget In-Brief; Summary of FY 1994-1995 contracts with Multnomah County; Suggested City/County Discussion Topics from Mayor Katz, Commissioners Kafoury and Hales.
- City of Gresham: Mayor's Budget Message; Summary of Current Intergovernmental Agreements and Contracts.
- City of Fairview: Summary of Intergovernmental Agreements and Contracts; 1996 Goals Statement; City Manager's Budget Message.
- City of Troutdale: FY 1996-1997 Adopted Budget Message.
- City of Wood Village: FY 1996-1997 Adopted Budget Message.

If you have any questions or comments on the agenda, please do not hesitate to contact me at 823-4129.

cc w/o enclosures: City Auditor, Barbara Clark  
Kay Durtschi  
Bill Farver  
Marilyn Holstrom  
Carol Kelsey  
Bonnie Kraft  
Ben Merrill  
Cameron Vaughn Tyler

Resolution No. **35219**

Direct participation in the Cities/County Coordinating Committee. (Resolution)

WHEREAS, the Portland/Multnomah County Progress Board is developing benchmarks to create long range goals and measure the quality of service delivery by the cities and county government of Multnomah County; and

WHEREAS, Multnomah County and the Cities of Portland and Gresham are working to deliver the best possible service to their citizens; and

WHEREAS, to deliver high value, effective and efficient services in the overlapping jurisdictions within Multnomah County it is important that city and county governments cooperate closely and coordinate their efforts, and look for ways to consolidate functions; and

WHEREAS, in the process of cooperating, coordinating, and consolidating, it is essential that there be good communication between the governments within the county; and

WHEREAS, communication and cooperation will be facilitated by creation of a Cities/County Coordinating Committee consisting of the Mayors of Portland and Gresham and the Chair of the Multnomah County Commission, and other representatives of the respective governments, as well as representatives of other jurisdictions on projects as appropriate; and

WHEREAS, that Coordinating Committee will serve as a clearinghouse to coordinate work related to intergovernmental communication, cooperation, and consolidation necessary for achieving the Portland/Multnomah Progress Board benchmarks; and

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, Oregon, that the City of Portland will participate in a Cities/County Coordinating Committee,

BE IT FURTHER RESOLVED, that the Mayor and Commissioner Kafoury will be Portland's initial representatives on the committee,

**RESOLUTION No.**

**35219**

BE IT FURTHER RESOLVED, that the City of Portland will work to help the committee achieve the following objectives:

1. Maintain or improve the current quality of services;
2. Maintain or improve accessibility and accountability to the public;
3. Lower current level of costs and/or increase current service level at no additional cost;
4. Plan or anticipate future regional population growth and demographic change;
5. Sustain public employee rights;
6. Capture benefits of new and emerging technology;
7. Assess and evaluate government's appropriate role;
8. Share liabilities equitably;
9. Transfer assets along with service responsibilities;
10. Limit announcements to mutually agreed upon projects;
11. Include performance objectives and evaluation measures to assess the success of joint efforts;
12. Focus each local government's efforts and expenditures on its mission.

Passed by the Council, **DEC 08 1993**  
Mayor Vera Katz  
S. Adams:JPM  
Dec. 2, 1993

**BARBARA CLARK**  
Auditor of the City of Portland  
By *Britta Olson* Deputy



1922

Agenda No.

RESOLUTION NO. 35219

Title

Direct participation in the Cities/County Coordinating Committee.  
(Resolution)

INTRODUCED BY	DATE FILED: DEC 03 1993
MAYOR VERA KATZ	Barbara Clark Auditor of the City of Portland
NOTED BY COMMISSIONER	
Affairs	By: <u>Cay Kershner</u> Deputy
Finance and Administration <u>Wendy Katz</u>	
Safety	For Meeting of: _____
Utilities	
Works	
BUREAU APPROVAL	ACTION TAKEN:
Bureau: Mayor's Office	
Prepared by: <u>Sam Adams</u> Date: <u>Dec. 2, 1993</u>	
Budget Impact Review:	
<input type="checkbox"/> Completed <input checked="" type="checkbox"/> Not Required	
Bureau Head: Vera Katz	

AGENDA		FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:		
				YEAS	NAYS
Consent	Regular XX	Blumenauer	Blumenauer	✓	
NOTED BY		Hales	Hales	✓	
City Attorney		Kafoury	Kafoury	✓	
City Auditor		Lindberg	Lindberg	✓	
City Engineer		Katz	Katz	✓	



CITY OF  
**PORTLAND, OREGON**  
OFFICE OF FINANCE AND ADMINISTRATION  
BUREAU OF FINANCIAL PLANNING

Vera Katz, Mayor  
Ruth Roth, Acting Director  
1120 SW Fifth, Room 1250  
Portland, Oregon 97204  
(503) 823-5288  
FAX (503) 823-5384

## City/County Issues:

### **Future Issues:**

#### **Police**

- Transfer of County sheriffs
- New booking / jail facility
- Police regional training facility
- Other Police issues: Live scan and X image systems at remote booking sites. Consolidation of PPB and MCSO records

#### **Transportation**

- Willamette River bridges issue

#### **Housing and Community Development**

- Construction and 30-month Operation of Temporary Homeless Facility  
City responsible for construction and furnishing costs (\$175,000 over \$300,000 estimate.)  
County to cover operating shortfall - estimated at about \$400,000 over 30-months.
- Construction and Operation of the Permanent Homeless Facility  
City is preparing to site and construct a new permanent homeless facility.  
County will be responsible for operating the facility; shortfall may be an issue.

#### **Environmental Services**

- BES and Multnomah County Drainage District #1 (MCDD) - Columbia South Shore area.  
Long term funding plan for capital improvements supported by cost sharing plan between Portland, Multnomah County, Gresham, and Fairview.

#### **Fire Bureau**

- Consolidation of City and County Emergency Disaster Management systems needs to be cost neutral for the City.

## **ONA**

- Proposed handling of County Info & Referral by the City

## **Economic Development/PDC**

- State's Strategic Investment Program - impact on City; need for coordination and sharing of housing and economic development benefits.

## **Current Services Issues:**

### **Deannexation possibilities**

Urban services to the county affected by deannexation: policing, planning and zoning, building inspections, nuisance abatement, neighborhood associations, transportation, parks and recreation, and housing and community development.

Of these services some are provided by the City to the County under IGA's, such as building permits and inspections. However, these IGA's were written within the context of joint City-County resolutions anticipating full annexation of county area to the City's adopted Urban Services Boundary. These IGA's, now archaic, would have to be renegotiated and rewritten, possibly under the provisions of SB 122, to reflect current realities.

Deannexation affects City - County coordination on administrative functions as well. Major work projects would be created for Assessment and Taxation and Elections, for example.

### **Housing and Community Development**

- Domestic Violence Prevention.

FY96-97 is last year of City's Byrne Grant, \$285,000, used to fund a portion of domestic violence prevention program. When these funds are eliminated, there will be a system wide issue for the City and County of who will fill the gap in services.

### **Fire**

- Reimbursement for EMS services:

EMS dispatch to private ambulance companies contracted by County.

Reimbursement for Physician Advisor

Reimbursement for first response services

### **Metropolitan Human Rights Commission**

- Increase County's MHRC funding allocation to 40% of total operating cost, as established in the original intergovernmental agreement (currently below that level). Transfer of the County staff position that is supervised by the MHRC Director to a City position.

## **ONA**

- Mediation center covers animal control cases for county w/o reimbursement



CITY OF

**PORTLAND, OREGON**

Gretchen Miller Kafoury, Commissioner  
1220 S.W. 5th Avenue  
Portland, Oregon 97204  
Telephone: (503) 823-4151

**MEMO**

To: Mayor Vera Katz  
Commissioner Charlie Hales  
Commissioner Mike Lindberg

From: Commissioner Gretchen Miller Kafoury *gme*

Subject: Joint City-County Meetings

Date: July 11, 1996

I hope the end of our long budget process will allow more time for discussion with our other jurisdictional partners - Multnomah County, School Districts, East County Cities, Clackamas and Washington Counties.

With the omnipresent ballot measures in November, it would be an excellent, non-threatening time to compare priorities between the City and County. I believe our values and missions are interrelated and I have felt disappointed that we have not had more formal and informal communication in the past few years.

Issues that come to mind for discussion include:

- community corrections planning/siting
- education support
- review of budgets
- goals and priorities
- homeless and emergency services
- domestic violence
- police/jails ties
- legislative agenda
- unified position on Nov. Ballot measures
- 2040/Growth issues-
  - planning and impacts on services (social services, housing, education, etc...)

Page 2

July 11, 1996

I fully support Commissioner Hales' request to schedule meetings with the County Commissioners as we had discussed at the Council budget retreat last fall.

cc: County Chair Beverly Stein,  
County Commissioner Dan Saltzman,  
County Commissioner Tanya Collier,  
County Commissioner Gary Hansen,  
County Commissioner Sharron Kelley



1996

Parks • Neighborhoods • Planning • Transportation

# Charlie Hales

Commissioner, City of Portland

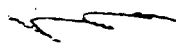
Phone: 503/823-4682

FAX: 503/823-4040

e-mail: hales@europa.com

http://www.europa.com/~hales

To: Execs

From: Jeanne 

Re: Strategic Meetings

Charlie feels strongly that the Council **must** be meeting on a regular basis with the Portland Development Commission and also with the Multnomah County Board of Commissioners and has instructed me to work with ya'll to routinize the scheduling of those meetings. As a corollary, he would like us to discuss how agenda items are set, meeting notifications handled, and any other general staffing issues. He is willing to commit his staff resources to assist in that effort. The key agenda he would like to place on the agenda for the two above mentioned meetings are:

## City Council - PDC (and key staff) Meeting

- Discuss and develop a Council/PDC strategy on the 511 building
- Discuss a possible coordinated effort on the Willamette Greenway/North Macadam Development (which would include PDC, Parks, Planning, at least).
- MLK Task Force - Determine Council/PDC goals, the process, and identify available resources.
- Update on the status of the River District negotiations.

## City Council - Multnomah County Commission Meeting

- Strategic discussion on City/County roles and responsibilities.
- Identification and direction on service overlap and determination of possible solutions (i.e. coordination/consolidation/re-organization, etc.).
- Discussion of legislative agendas.

Charlie is asking for the consensus of the rest of the Council in proceeding with identifying other agenda items you may have, as well as the PDC and the County Commission and a commitment to scheduling and "holding on schedule" these meetings.

CITY  
OF

# FAIRVIEW

300 HARRISON ST., P.O. BOX 337  
FAIRVIEW, OREGON 97024  
(503)665-7929 FAX 666-0888

January 22, 1996

HONORABLE MAYOR AND CITY COUNCIL, BUDGET COMMITTEE AND CITIZENS OF FAIRVIEW:

It is my privilege to transmit the proposed 1996-97 budget for the City of Fairview to the Budget Committee for consideration and review. The budget schedule provides for the Committee to convene January 22, 1996 and to complete its deliberation by February 12, 1996.

The proposed budget is based upon the request of a tax base increase of \$251,890 which will be presented to the voters of the City of Fairview at the May 1996 election. The proposed tax base increase will be dedicated to the expansion of the city's police department. The remainder of the proposed budget is based on continuing the present level of service plus the addition of a public works maintenance worker.

The City has presented a budget that continues to be underneath the \$10.00 cap and therefore is not subject to any decreases from Measure 5 impacts. This budget is balanced within the City's revenues which include the 6% General Fund increase allowed by state law.

Property taxes levied by the City of Fairview have dramatically declined in the past year due to assessed value increases associated with growth. Adoption of this budget will result in an estimated tax rate of \$4.12 which will decrease in coming years because of continued growth.

## SIGNIFICANT RESOURCE TRENDS

The following are some highlights and trends:

General Fund: If approved by the voters, the General Fund will increase by \$251,890. In addition, property taxes will increase the 6% allowed by law. Additional increases are occurring because of normal inflationary rises and the city's continuing growth as well as grants.

Street Fund: Gas tax dollars continue to be tight. Additional funds are being received through grant dollars to be used for transportation improvements in connection with Fairview Village as well as transferred dollars from Multnomah County associated with the transfer of roads.

Water and Sewer Funds: Water and sewer rates will allow the City to work toward completion of projects in the City's Capital Improvement Plans including the two-million gallon reservoir soon to be under construction.

Storm Drainage Funds: The Storm Drainage Fund is receiving sufficient dollars to allow for the removal of the subsidy provided in previous years from the General Fund.



Capital Improvement Funds: Capital improvement dollars are accumulating in order to complete capital plans.

#### EXPENDITURE TRENDS

Personnel Services: The continuation of the police sergeant position, two police officers and a police support person as well as an additional public works maintenance position are proposed. The positions within the police department will be funded if a new tax base is approved by the voters in May, 1996. The public works position will be funded from General, Street, Water, Sewer and Storm Drainage Funds. A portion of the General Fund Contingency is set aside for implementation of the city's Salary Comparison Study. Additional monies have been established for internships within the city.

Materials and Services: The General Fund includes monies to respond to environmental studies, radio review and visioning.

General Capital Outlay: Funding is available for normal vehicle procurement as well as an additional police car if approved by the voters.

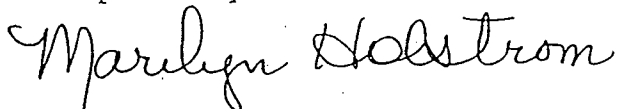
#### SUMMARY

The enclosed budget is balanced as required by Oregon State law.

The City continues to face the challenges of growth and expansion while holding the line on spending. The need for additional police personnel in a growing city is being addressed by requesting a tax base increase in the May, 1996 election. The additional public works employee will be funded within the current tax base and utility rate structure.

I am pleased to present a budget that responds to the continuing growth and increases the services now provided. This budget is presented to you for your review and consideration. I recommend its adoption as the financial plan for the City of Fairview for 1996-97.

Respectfully Submitted,



Marilyn Holstrom  
Budget Officer





# **CITY OF FAIRVIEW 1996 GOALS**

## **1. LONG TERM FINANCIAL STABILITY**

The coordination/integration of long-term capital improvement and operational planning was divided into two components, which are defined as the development of integrated strategic financial plans with funding mechanisms for capital projects such as a City Hall, Public Works facility, reservoir, sewer capacity and parks, and the development of a Growth Management Plan which will address the personnel and operational needs of City services. Responsibility was assigned to Dave McCutcheon and Len Edwards.

## **2. PARKS/OPEN SPACES ADVISORY COMMITTEE**

Develop a Parks/Open Spaces Advisory Committee. Responsibility was assigned to Peter Tuomala and Jim Raze.

## **3. RECRUIT VOLUNTEER COORDINATOR**

To recruit a Volunteer Coordinator. Responsibility was assigned to Sherry Lillard and Mike Weatherby.

CITY OF FAIRVIEW  
AGREEMENTS/CONTRACTS

---

GRESHAM	Fire Services NPDES/Storm Drainage Sewage Treatment Sewage Pretreatment Recycling & Rate Review Mediation Mutual Assistance--Law Enforcement
TROUTDALE	Building Inspections Mutual Assistance--Law Enforcement Water Service--eastern Marine Drive
WOOD VILLAGE	Sanitary Sewer Transmission Reciprocal: snowplowing/sanding Waterline Intertie
PORTLAND	Bureau of Emergency Communications (BOEC) Photographic Services Police Training 800 Mhz Simulcast Police Data System (PPDS) Consolidated Cable Communications Commission
MULT. COUNTY	Street Maintenance Various Road Projects & Undergrounding Nuisance Control Right-of-Way Maintenance D.U.I.I. Emergency Management Community Development Block Grants Fleet Services Burglar Alarm Administration Emergency Cooperative Services Agreement Mutual Assistance--Law Enforcement Special Investigative Assistance--Law Enforcement
OTHER	Metro--Greenspaces Metro--Data Resources Mt. Hood Parkway Regional Water Supply Plan Rockwood Water--Emergency Water

## BUDGET MESSAGE

---

To: The Budget Committee and the Citizens of Gresham

The City of Gresham's budget for fiscal year 1996-97 is a comprehensive document which includes detailed descriptions of revenues and expenditures for all funds operated by the City. The proposed operating and capital budgets outlined within the document have been prepared in accordance with the City Council's Mission and Goals, the Five-Year Management Plan, Financial Management Policies, Oregon Local Budget Law, City Charter, and Generally Accepted Accounting Principles.

### Planning Efforts

#### Council Mission

During fiscal year 1994-95, the Gresham City Council developed a mission statement to define and identify a shared sense of direction. The mission statement was adopted on April 4, 1995 as follows:

Government working in partnership with its citizens to provide cost effective, efficient, quality services while planning for the future.

#### Council Goals

By setting goals, the Council directs City activities throughout the year. Council follows a long-term approach to goal-setting to ensure that programs and projects which require a multi-year effort will remain relevant. However, each year Council reviews the goals and revises them if necessary to address the community's values and vision.

On January 28, 1995, the City Council met to evaluate the goals currently in effect. Following discussion, Council adopted a slightly revised series of goals to reflect the City's ongoing efforts in managing its resources, providing customer service, planning for growth and transportation, and providing leadership throughout the region. Council reaffirmed these revised goals in a meeting held on October 24, 1995.

The Gresham City Council Goals currently in effect are:

- Goal One:** Make effective and efficient use of City resources.
- Goal Two:** Maintain the City's long-term financial stability.
- Goal Three:** Continuously improve customer service.
- Goal Four:** Foster a safe community.
- Goal Five:** Protect the public's health and the natural environment.
- Goal Six:** Provide an effective and efficient parks and open spaces program.
- Goal Seven:** Manage growth and change consistent with the Gresham 2020 and Metro 2040 plans.
- Goal Eight:** Assure Gresham is served with a variety of transportation opportunities.
- Goal Nine:** Be an effective regional leader.
- Goal Ten:** Create opportunities for working and living in a full service community through economic development and housing.

### **Management Plan**

The City has incorporated the Council Goals into a Five-Year Management Plan. The Plan was first implemented in fiscal year 1993-94. The Management Plan outlines the objectives and strategies each City department will undertake to achieve the goals set by Council. In addition, the Plan describes the measurements and benchmarks that will determine whether these objectives have been accomplished. Several Service Efforts and Accomplishments (SEAs) have been developed in service areas chosen by the Finance Committee and Council. The five-year duration of the Plan allows the City to consistently address complex issues which cannot be resolved within a single year. Annual updates ensure that the Five-Year Management Plan addresses new goals and objectives, adds subsequent years, and adjusts project timelines as needed.

During fiscal year 1994-95, a new City department was formed to consolidate the functions of management planning, budget, and performance measurement. The focus of the Budget and Benchmarks department is to provide a stronger link between all of the City's strategic planning efforts. During fiscal year 1996-97, emphasis will be placed on developing mechanisms to measure the City's performance in key areas of responsibility. To accomplish this, each department will continue to develop a series of Service Efforts and Accomplishments indicators.

A draft Five-Year Management Plan for fiscal years 1996-97 through 2001-02 was reviewed by the City Council in October 1995. As many of the planned programs, projects, and activities require funding, adjustments will be made to the Plan following final decisions by the Budget Committee. The Plan will then be formally adopted in June 1996.

### **Financial Management Policies**

The City Council has adopted a series of policies to help the City maintain its financial stability. The policies address such topics as debt, revenue, investment, budgeting, and accounting. Throughout the year, Council reviews these policies, adding to or revising them as needed with input from the City's Finance Committee. Examples of significant policies and those actions that the City has taken to address them are described below.

#### **One-Time Revenues**

A policy to use one-time revenues for one-time expenditures is included in the Financial Management Policies. This policy recognizes that the General Fund beginning balance is a one-time, non-recurring resource. To the extent feasible, any use of the beginning balance is therefore applied toward one-time expenditures. This practice ensures that from a financial perspective, the City looks like a healthy business in that current operating expenses do not exceed current operating revenues.

The 1996-97 General Fund beginning balance is estimated at \$2,464,000. Approximately \$300,000 of that amount is allocated for one-time expenditures; the balance of the remainder is shown in contingency and unappropriated ending balance.

Although several individual packages are proposed as one-time expenditures, the most significant include:

- Phase two of an optical disk records scanning program begun in 1995-96.
- A neighborhood association needs assessment.
- Phase two in development of an employee orientation program.
- Reserves for future computer and emergency equipment replacement.
- Phase two in development of a fire information computer system.
- Implementation of a Housing Policy.
- A limited-term Community Planner position to address Metro 2040 planning issues.
- Continuation of park site sanitation improvements funded in 1995-96.

#### **General Fund Unappropriated Balance**

The Financial Management Policies recognize a need to maintain the General Fund unappropriated balance at a level equivalent to six percent of the annual operating budget. This cash balance is intended to provide supplemental resources to future year budgets in the event of severe revenue shortfalls or unanticipated service needs. In addition, it bridges the General Fund

cash flow to November when taxes are received. The fiscal year 1996-97 General Fund unappropriated balance is estimated at 5.0% of the annual operating budget. The percentage has decreased from 1995-96 when Council moved some of the balance to the Public Safety Serial Levy Fund.

### **Service Studies**

Both the City's Financial Management Policies and the Five-Year Management Plan recognize the need to periodically evaluate the City's service delivery systems. The purpose of these reviews is to ensure that the services provided by the City of Gresham to its citizens and the community are appropriate, efficient, and effective. Evaluation is accomplished through the Service Study program.

The Service Study program is used to address broad and complex issues. A service study may be initiated by the Office of the City Manager when a department is facing unusual challenges or circumstances. Although the approach differs based on need, a service study usually involves the Department Director and staff in an issue identification process, often with the assistance of an external consultant and input from customers. A departmental committee is then formed to develop an implementation plan and timelines to resolve those issues and to prepare any necessary budget proposals which result. Since its inception, the Service Study program has successfully improved functions in the Fire, Community Development, and Financial and Information Services Departments through implementation of better communication systems, streamlined processes, and technological capabilities.

A service study of the Police Department has just begun. Results will be available before the end of fiscal year 1995-96. The service study area for fiscal year 1996-97 has not yet been identified. Funding to continue the program is included in the public safety tax base building block proposal.

### **Equipment Replacement**

The Council has adopted a Financial Management Policy which addresses the need to replace aging, inoperable, or obsolete equipment on an ongoing basis. The City maintains reserves sufficient to ensure that resources are available annually for the replacement of vehicles and some equipment. Replacement of these assets is accounted for in a number of funds, including the equipment replacement, information systems, sewer, water, and stormwater funds. The cash reserves of these funds are intended to correspond to the City's future equipment needs as identified in a long-term replacement schedule.

Although the City has made significant progress in funding reserves to replace large equipment and vehicles, many departments also have a need to periodically replace smaller items such as police firearms, firefighting apparatus, and safety devices. Often many similar items require replacement within the same year, creating a significant cash outlay. In the past, departments prepared individual budget proposals to purchase the items. If the proposals were not approved for funding, outdated or potentially unsafe equipment remained in use until funding could be

secured. Departments proposed several packages to provide initial reserve funds in fiscal year 1996-97 to periodically replace such items as computers, radio communications equipment, self-contained breathing apparatus, air compressors, and a variety of firefighting equipment. During the upcoming fiscal year, departments will inventory their small equipment and determine if additional items should be included on a replacement schedule and funded through reserves.

During 1996-97 Property Management staff will also develop a program to provide for the ongoing costs to repair and maintain the City's buildings and facilities. The City owns and occupies several buildings including City Hall, the Public Safety and Schools Building, Operations Center, and five fire stations. These buildings routinely require upkeep in the form of re-roofing, paving, painting, and other renovations to extend their useful life. In prior years, such projects were funded through approval of proposed budget packages. However, beginning in fiscal year 1996-97, a replacement fund has been created to accommodate routine maintenance requirements. The initial amount of approximately \$460,000 was provided from funds the City had previously set aside to purchase property for the new City Hall building.

### **Budget Preparation**

The budget process for fiscal year 1996-97 was conducted as a "modified zero budgeting process", in which departments were asked to cut back current levels of service and prioritize any incremental additions to the reduced service level or base. With the expiration of a \$2.3 million public safety serial levy in fiscal year 1995-96, this process provided critical information for use in constructing the City's proposed budget.

### **Assumptions**

To facilitate budget preparation, staff annually develops a set of assumptions to be used by the departments in preparing their proposals. These assumptions were presented to the Finance Committee for acceptance during a meeting held on September 7, 1994, adopted by the City Council on October 3, 1995, and subsequently used to prepare the fiscal year 1996-97 proposed budget. Included in the assumptions are the following:

- Level zero proposals represent a 95% cutback from fiscal year 1995-96 funding levels.
- A 5% increase in City cost for health insurance is assumed for all employees.
- Progression through the salary range will average 4% for General Unit and Non-Represented, and 5% for Fire and Police Units.
- A market adjustment of 3.0% for all employee groups is assumed. The actual adjustment will be determined by union negotiated contracts and Council approval. However, contract language for the Police, Fire, and General Units specifies that the amount will be based on the Portland Consumer Price Index (CPI) with a minimum increase of 2.5% and a maximum of 5.0%.
- The Consumer Price Index is assumed to be 2.9%.
- The cost of copy paper will increase by 61% and printing will increase by 12%.

## **General Fund Resources and Requirements**

The General Fund is the principal operating fund of the City. Departments budgeted within the Fund include:

- Police
- Fire and Emergency Services
- City Council
- City Manager's Office
  - Innovation Loan Program
- Community Development
  - Long Range Planning
  - Development Planning
  - Code Enforcement
  - Customer Service
  - Community Development Block Grant
  - Administration
- Environmental Services
  - Parks and Recreation
  - Solid Waste and Recycling

The primary resource for the General Fund is property taxes. The balance of General Fund resources is supplied by business income taxes, franchise fees, state shared revenues (primarily liquor and cigarette tax apportionments), grants (primarily Community Development Block Grant), fees for services, and licenses and permits.

## **Internal Service Charges**

All departments contribute to funding the cost of their related overhead expenses. These costs are supported by direct and indirect internal service charges to the departments, thus providing for a fully costed financial system. Internal service charges provide for all programs within the Administrative Service Fund and all the Support Services Funds.

- The Administrative Services Fund accounts for general indirect services provided to all departments. Departments within the Administrative Services Fund include the Office of the City Manager, Human Resources, Budget and Benchmarks, Financial and Information Services, Community Development (Business Assistance), and Environmental Services (Employee Transportation Coordination).

Operating programs and capital improvement projects are assessed a charge in proportion to their budget size to recover the City's administrative service costs. The administrative charge rate for operating programs is 9.97%, increasing slightly from 9.8% in fiscal year 1995-96. The administrative charge rate for capital projects remains steady at 3%.



- The Support Service Funds account for direct services provided to departments. Support Service Funds include: Property Management, Vehicle Maintenance, Legal Services, Workers' Compensation Management, Information Services, Cash/Debt Management, Liability Management, Equipment Replacement, Engineering Services, Emergency Management, and Utility Financial Services. The costs for these services are charged directly to departments based on use.

As previously noted, the majority of the General Fund is used for the Police and Fire Department budgets. However, departments which rely on internal service charges for funding impact the General Fund in two ways:

- Approximately 60% of the cost of programs provided through administrative service charges is collected from General Fund programs. Proposed budget packages include these overhead charges in the total amount to ensure that the Budget Committee has an opportunity to evaluate fully-loaded program costs. The allocation of direct charges is based on use, and thus varies by function.
- If General Fund programs are cut back or eliminated, the amount of funding previously available to the administrative and support programs is reduced. Therefore, General Fund cutbacks can result in the reduction of other funds and departments as well. Conversely, when additional General Fund programs are funded (such as through the Public Safety Serial Levy or a tax base increase), additional dollars are provided for support and administrative functions.

## **Budget Issues**

### **Revenue and Service Level Building Blocks**

Several resource options are available to the Budget Committee when considering the proposed budget. These options, referred to as "building blocks," provide an opportunity for discussion of additional revenues and expenditures not included in the City Manager's proposed base budget. Two building blocks have been included in the fiscal year 1996-97 proposed budget.

#### **Public Safety Tax Base Increase**

In June 1993, voters approved the three-year public safety serial levy. In fiscal year 1995-96, that levy provided \$2.3 million in funding for the Fire and Police Departments. As a result, six Firefighter positions which would have been eliminated due to budget constraints were retained. In addition, nine new Police Officers, three Community Resource Specialists, and a Criminalist were hired in the Police Department. During subsequent years of the levy, two positions in the

Fire Department and five positions in the Police Department were added with rate-based levy funding. Today, the following twenty positions are supported by levy funding:

- **Fire Department\***
  - 1.0 Shift Coordinator
  - 1.0 Senior Secretary
- **Police Department**
  - 5.0 Patrol Officers
  - 4.0 Community Policing Officers
  - 3.0 Community Resource Specialists
  - 1.0 Community Policing Analyst
  - 3.0 Office Assistants
  - 2.0 Police Records Specialists

\* Three of the original levy-supported Firefighter positions were eliminated through service efficiencies; the other three were funded with overtime savings.

Funding from the levy expires June 30, 1996. At that time or soon after, the City will have to eliminate the levy-funded positions and discontinue some services if it cannot secure an alternative funding source. A ballot measure to increase the existing tax base by the amount of the public safety levy was presented to voters in May 1994. That proposal was defeated. In May 1996, voters will again be asked to approve a new tax base. The amount of the tax base to be proposed is dependent on the programs and services it will support as outlined in the building block proposal for fiscal year 1996-97. If a new tax base is not approved, Council voted to continue the levy-related services with existing funds through September 1996 at which time a new serial levy could be referred to voters.

The Budget Committee proposed the three-year public safety serial levy in 1993 because the cost of desired police and fire services was greater than the resources provided by the General Fund. Police and fire services comprise the majority of the General Fund operating budget. In contrast, property taxes, the largest source of General Fund revenue, are insufficient to fund the combined police and fire budgets.

The following table illustrates this concept using, as an example, projected budget amounts if the proposed tax base increase is approved by voters:

Item	General Fund Revenue Source	Expenditures
Proposed Police Budget		\$11,657,054
Proposed Fire Budget		8,717,587
Tax Base Building Block Increment*		2,697,000
Proposed Property Tax Base*	\$16,150,061	
Police Activity-Generated Revenue	540,350	
Fire Activity-Generated Revenue	2,219,469	
General Support Subsidy	4,161,761	
<b>Total</b>	<b>\$23,071,641</b>	<b>\$23,071,641</b>

- \*Adjusted for uncollectible discounts and delinquencies.

- **Service Reduction**

The level zero budget proposals represent a 95% reduction in funding and a corresponding reduction in the services the City is able to provide. If funding for the expiring public safety levy is not replaced, General Fund resources are adequate only to fund the cutback level in many departments and programs. As a result, several positions, services, and activities would be reduced or eliminated. All departments were asked to develop their level zero budget proposals with the understanding that reinstatement of funding for the positions and programs eliminated to reach the cutback level may be connected to a revenue building block associated with the tax base.

In general, the cutback level reflects a philosophy of service elimination rather than service reduction. In most areas of responsibility, the City is already operating with the minimum staff and resources necessary to accomplish its objectives. However, Gresham citizens have come to expect a certain level of service from the City. Small reductions spread over a large number of programs may not be noticed by the public, yet will greatly impact the City's ability to continue providing the same level of service overall. As a result, Gresham citizens and staff will be frustrated by the City's inability to respond to the community. Although complete elimination of some specific programs will also negatively affect service levels, the resulting impact to the community may be more easily explained, understood, and accepted.

The Police Department prepared a level zero budget which eliminated a variety of positions and programs not originally funded through the three-year public safety serial levy. Subsequent direction from the City Council and Finance Committee to build a tax base proposal to provide continued funding for levy-related services superseded the Department's level zero budget. As a result, the Police Department shows a series of service reductions at level zero as well as service reductions connected to the tax base building block. The City Manager's proposed budget adds back those services eliminated in the level zero proposal. Therefore, only the positions and services previously funded with public safety serial levy dollars are dependent on voter approval of the increased tax base.

If funding from the 1993 public safety serial levy is not replaced, the most significant service impact will be closure of the City's three community policing zone offices. In addition, citizen access to police officer assistance at City Hall and traffic enforcement programs will be substantially impaired. The ability to coordinate and manage staffing, training, and citizen response in the Fire Department will also be reduced. Twenty positions would be eliminated in the Police and Fire Departments as shown in the list on page viii.

- **Service Expansion**

As directed by the City Council and Finance Committee, the tax base revenue building block also includes funding for some expanded public safety services. The Police and Fire

Departments prepared several enhancement packages which could be funded if the new tax base is approved by voters. Expanded services which could be provided as a result include:

- Scheduled replacement of outdated communications, computer, emergency, and safety equipment as needed.
- Improved access to public safety-related computer records, data, and mapping systems.
- Increased ability to investigate "person crimes" such as rape, homicide, and assault.
- Increased ability to investigate drug-related crimes through participation in a multi-jurisdictional special investigation unit.
- Improved maintenance of Police and Fire vehicles.
- Neighborhood emergency team training and community outreach.
- Improved emergency management response through a dedicated paging system.

Full-time equivalent employees included in the tax base building block necessary to provide these expanded services include:

- Fire Department
  - .5 System Support Specialist
  - 1.0 Community Outreach Coordinator
  - 1.0 Vehicle Mechanic
- Police Department
  - .5 System Support Specialist
  - 2.0 Police Recorders Specialists
  - 1.0 Person Crimes Investigator
  - 2.0 Special Investigators

- **Related Services**

As previously described, all departments contribute to funding the cost of their related overhead expenses through internal service charges. As a result, budget packages included in the tax base building block have been fully loaded to reflect the actual cost required to provide public safety services. The administrative and support service charges built into the packages fund a variety of functions including secretarial and clerical support, legal assistance, staff recruitment, computer and technical support, and janitorial services. Full-time equivalent employees included in the tax base building block to perform these duties include:

- Office of the City Manager
  - 1.0 Executive Assistant for the City Council
  - 1.0 Secretary
- Financial and Information Services
  - 1.0 User Support Technician
- Community Development
  - 1.0 Business Assistance Coordinator

## **Parks and Recreation Serial Levy**

In response to Gresham citizens, the City Council is also pursuing options for funding parks and open space programs. In 1988, Gresham received voter approval to sell a series of 15-year bonds for development of existing parks and to bank land for future parks. In 1990, Gresham voters also approved a bond measure for open space acquisition. These 15-year bonds were sold in two separate series.

The City may ask voters to approve an additional serial levy and/or bond measure in September or November 1996. The proposed fiscal year 1996-97 budget was prepared based on preliminary direction from the City Council and Finance Committee to place a serial levy for parks maintenance and development on the September ballot.

During the first year of the serial levy, ongoing services totaling approximately \$400,000 would be funded. These include:

- Continuing the current level of maintenance activity in existing and new parks.
- Planning for development of new parks and trails and enhancement of wetlands and natural areas.
- Expanding the City's recreation program.

## **Utility Rates**

The Council annually approves sewer and water utility rates and reviews rate models which include recommendations for future increases. The approved increases for fiscal year 1995-96 and the assumed increases for fiscal year 1996-97 as outlined in the rate model are factored into the base revenue estimates used to prepare the proposed budget.

The assumed increases for fiscal year 1996-97 are 5% to the water rate and 5% to the sewer rate. Although the sewer rate is consistent with projections made during the fiscal year 1995-96 budget process, the water rate increase is .5% less than projected due to an change in estimated commercial water use. The stormwater rate is currently fixed and projected to remain unchanged in fiscal year 1996-97. The revenue raised through utility rates will be adequate to provide the current level of service in these programs as well as purchase some necessary equipment.

Increases in the rates could provide revenue to expand either operations or capital construction in the utility programs. The table that follows illustrates how each 1% increase would impact the Utility Funds:

<b>Fund</b>	<b>Revenue Generated through 1% Increase in Rate</b>	<b>Average Monthly Cost to Typical Residential User</b>
Water	\$42,528	.19
Sewer	\$56,514	.14
Stormwater	\$19,139	.04

In addition, the Budget Committee can choose to place greater emphasis on either operations or capital construction by exchanging packages included in the proposed budget with projects identified in the City's Capital Improvement Plan.

### **Population and Employee Cap**

In November 1994, voters passed an initiative to correlate the number of staff employed by the City to Gresham's population and growth. As a result, the Charter now contains language which allows the City to employ up to 6.5 full-time equivalent (FTE) persons per 1,000 population.

During the last budget process, the City Council adopted the following methodologies to calculate the employee cap:

- The current year's population figure is adjusted by a percentage determined by averaging the growth rate of the previous three years. This method allows for growth trends, yet balances the effect of any single year against a more historical perspective.
- The FTE cap is calculated by dividing the projected population by 1,000 to determine the per thousand population. This number is multiplied by 6.5 to arrive at the employee cap. In addition, the City's total FTE count is adjusted downward to account for those City employees who provide services primarily outside Gresham's boundaries or who are funded through revenue sources not contributed to or subsidized by Gresham citizens. Examples of such employees include Fire and Emergency Services staff working on contract for Fire District #10 and employees funded through external grants.

The FTE to population ratio is then calculated by dividing the number of allowable FTEs by the per thousand population.

The following tables illustrate the calculations for fiscal year 1996-97. The three-year average used to determine the projected growth rate is 2.27%.

### **Population and Employee Cap:**

<b>July 1, 1995 Population</b>	<b>Projected Growth</b>	<b>Adjusted July 1, 1996 Population</b>	<b>Per Thousand Population</b>	<b>Employee Cap</b>
77,240	1,753	78,993	78.993	513.45

### **Full-Time Equivalent Employees and Ratio:**

<b>Total Proposed 1996-97 City FTE Count</b>	<b>Contract and Non- Subsidized Employees</b>	<b>Adjusted 1996-97 City FTE Count</b>	<b>FTE to Population Ratio</b>
472.20	-32.65	439.55	5.56

The City Manager's proposed fiscal year budget includes an adjusted total FTE count of 442.05 and an FTE to population ratio of 5.60. However, voter approval of the public safety tax base and parks serial levy could potentially impact the FTE count and ratio as well.

**Additional Ratio Calculations:**

Budget Component	Number of Additional FTEs	Total FTE Count	Ratio
City Manager's Proposed Budget		439.55	5.56
Public Safety Tax Base	32.00	471.55	5.97
Parks Serial Levy	3.50	443.05	5.61
Combined City Manager's Proposed Budget, Public Safety Tax Base, and Parks Serial Levy	35.50	475.05	6.01

**Facilities Management Consolidation**

Repair and maintenance of the City's facilities are budgeted within the Property Management Fund. However, in the past, both the related costs and responsibilities were allocated among several different departments. During the fiscal year 1995-96 budget process, the Budget Committee approved a Property Manager position within the Department of Environmental Services. This position has been filled and as a result, the proposed fiscal year 1996-97 budget consolidates much of the activity related to facilities management into a single program.

In addition, completion of the new City Hall office building has resulted in changes to allocations in the Property Management Fund. Office space currently leased by the City in a variety of separate buildings will be vacated by fiscal year 1996-97. Property Management staff plans to sub-lease all of the space currently under contract to meet the City's financial obligations under the leases. A program has been created to account for the lease income the City will receive through these agreements and the expenses for which the City will continue to be liable until the current leases expire.

**Emergency Management**

In recognition of the City-wide nature of emergency management activities, a separate fund has been created for fiscal year 1996-97. Costs of the Emergency Management program have been allocated to the various City programs and funds depending on the level of service provided. The Emergency Management program intends to focus on developing the capabilities of City staff to manage emergencies through training, and fully developing the Emergency Management Team program established in the City's Five-Year Management Plan. These projects will ensure that trained staff are immediately available to manage major emergencies.

### **Recruitment Costs**

In support of the City Council's expressed value of diversity in the workplace, the Human Resource Department proposed funding for a series of major recruitment outreach efforts. During the past several years, the City has conducted extensive recruitments for the positions of Firefighter, Public Utility Worker, and Police Officer. These efforts are designed to create a pool of qualified applicants that reflects the race, gender, and culture of the community. Once created, the pool is valid for approximately two years. As scheduled large-scale recruitments for fiscal year 1996-97 include the positions of Firefighter and Police Officer, the proposed funding is included in the tax base building block.

### **Award for Distinguished Budget Presentation**

The Government Finance Officers Association (GFOA) of the United States and Canada presented an award for Distinguished Budget Presentation to the City of Gresham, Oregon, for its annual budget for the fiscal year ending June 30, 1995. To receive this award, a governmental agency must publish a budget document that meets program criteria as a policy document, operations guide, financial plan, and as a communications medium.

This award is valid for one year only. However, this is the eleventh consecutive year that the City of Gresham budget has earned the award. It is our belief that the budget document for the fiscal year ending June 30, 1996 continues to conform to program requirements and we will submit it to GFOA to determine its eligibility for Gresham's eleventh award.

### **Conclusion**

I would like to acknowledge the fine work of the Department Directors and their staff in assisting with the preparation of the fiscal year 1996-97 budget. In addition, I appreciate the valuable input from the City's elected officials and the Citizen Advisory Committees. Special recognition is deserved for staff in the Budget and Benchmarks Department and the Office of the City Manager for their substantial contributions in developing this document.

Respectfully submitted,

Bonnie R. Kraft  
City Manager



## **APPENDIX**

### **NOTES TO THE BUDGET MESSAGE**

---

#### **Operating Budget Highlights**

The budget highlights describe the program increases or decreases in all of the funds. Departments which are funded at a current level with no increases or decreases to their programs are not detailed.

#### **General Fund:**

##### **Revenue**

General Fund revenues are undesignated, with the exception of the three-cities and Fire District #10 fire contracts. Therefore, the revenue can be used to fund any item or project approved by the Budget Committee and Council. The General Fund receives all property tax revenue except that resulting from debt service levy, and includes franchise fees from utilities, business income taxes, state cigarette and liquor taxes, some planning fees, and various other resources. The proposed budget assumes the 6% constitutional increase to the tax base, but assumes no rate increases for any of the other revenues.

##### **City Council**

The Mayor and Council budget has been increased to provide for expenses related to the City's Citizen Advisory Committees. The proposed budget for fiscal year 1996-97 allocates funds for basic expenses and enhancement packages through individual Committee program budgets. Packages for additional Council donation funds, a sister city trip and student exchange program, and Council office equipment are also included in the City Manager's proposed budget.

##### **Fire Department**

The proposed budget for the Fire Department includes an additional \$27,500 in one-time costs for phase two of implementation of the Fire Information Technology Plan. The funds will purchase the General Fund share of the three software packages to support staff scheduling, vehicle maintenance tracking, and emergency management. Several additional packages, while not included for funding the City Manager's proposed budget, have been identified for the tax base building block.

##### **Community Development Department**

Funds necessary to implement the Council approved Housing Policy total \$27,500. An additional \$45,213 is included in the City Manager's proposed budget to hire a limited-term Community Planner. This position will be assigned projects related to implementation of the Metro 2040 plan. Both of these packages are funded with one-time resources.

### **Department of Environmental Services**

Conversion of a limited-term position to a full-time equivalent (FTE) is the only ongoing addition to the General Fund portion of the Environmental Services Department budget. This position does not require any new funding, but does require an adjustment to the City's FTE count.

Several proposals including costs to review the records of solid waste haulers, provide contractual parks maintenance services, and install park site sanitation improvements total approximately \$60,000 in one-time expenditures.

Additional proposals, both ongoing and one-time, related to maintenance and development of parks have been identified for the parks services serial levy building block.

### **Building Development Fund:**

#### **Revenue**

Building permit fees supply the revenue for the Building Development Fund. This fund was created in fiscal year 1993-94 to address the City's Financial Management Policy requiring those who directly benefit to pay the cost to provide City services.

#### **Community Development Department**

Ongoing expenditures include the conversion of an existing limited-term position to an FTE. Unlike the proposal described in the General Fund however, this position was not previously budgeted with ongoing funds and will require \$31,893 in new funding.

One-time expenses include implementation of an automated permit inspection system which was tested with funding provided in fiscal year 1995-96. Additional computer hardware and software to replace existing outdated equipment is also proposed for funding as a one-time purchase.

### **Street Fund:**

#### **Revenue**

The primary source of revenue for this fund is State gas tax dollars. Gas tax funds can be used only for transportation-related expenditures. Consequently, the Street Fund is a closed fund. Resources in the Street Fund are limited in fiscal year 1996-97 due to the stagnation of gas tax income.

#### **Community Development Department**

A new Lead Transportation Planner position is included in the City Manager's proposed budget. This position is necessary as a result of a departmental reorganization which reallocated management responsibilities throughout the department. The total cost of the proposed position, related materials and services, and capital outlay is \$82,184.

### **Department of Environmental Services**

To support current operations, the proposed budget includes funds to hire additional part-time employees for seasonal street maintenance at a cost of \$59,836. Additional heavy equipment required to perform street maintenance activities is also proposed for funding at \$173,800 from one-time resources.

### **Water Fund:**

#### **Revenue**

The retail sale of water purchased from the City of Portland and systems development charges constitute the major sources of income for this fund. Council policy and bond covenants provide that this is a closed fund and is self-supporting. Consequently, the fund cannot be used for other than water-related needs. A water rate increase of 5% for fiscal year 1996-97 has been factored into the revenue calculations for this fund.

### **Department of Environmental Services**

An increase of approximately \$210,000 in the Department of Environmental Services Water Fund budget will provide funds to purchase a backhoe and dump truck and to implement water conservation program enhancements required by the draft Regional Water Supply Plan.

Expenditures requested by the Department but not included in the proposed budget could potentially be funded through an additional water rate increase. An increase of 1% in the water rate would result in approximately \$42,528 of additional annual revenue.

### **Sewer Fund:**

#### **Revenue**

Sewer system use charges and systems development charges constitute the major sources of income for this fund. As with the Water Fund, Council policy and bond covenants provide that this is a closed, self-supporting fund. A sewer rate increase of 5% for fiscal year 1996-97 as outlined in the rate model presented to Council has been factored into the revenue calculations for this fund. An increase of 1% in the sewer rate would result in approximately \$56,514 of additional annual revenue.

### **Stormwater Fund:**

#### **Revenue**

System use charges based on impervious surface and systems development charges constitute the major sources of income for this fund. The fund is closed and self-supporting. As outlined in the rate model presented to Council, no rate increase has been factored into the revenue calculations for this fund. However, an increase of 1% in the stormwater rate would result in approximately \$19,139 of additional annual revenue.

### **Property Management Fund:**

#### **Revenue**

Income for this fund is obtained through "rent" charges levied on all City departments that use City-owned facilities, such as City Hall and the Operations Center. The charges include debt service on the new City Hall office facility. A new program accounts for revenue obtained through sub-leasing office space currently under contract by the City and the corresponding monthly lease expenses for which the City will continue to be liable until the current leases expire.

### **Vehicle Maintenance Fund:**

#### **Revenue**

Income for this fund is obtained through charges levied on the City departments that operate and maintain vehicles. The proposed budget includes funding for the current level of service in the Vehicle Maintenance Fund.

#### **Fire Department**

The proposed budget for the Fire Department includes an additional \$10,000 in one-time costs for phase two of implementation of the Fire Information Technology Plan. The funds will purchase the vehicle maintenance tracking portion of the required software. Several additional packages, while not included for funding in the City Manager's proposed budget, are identified for the tax base building block.

### **Workers' Compensation Fund:**

#### **Revenue**

Income for this fund is obtained through direct charges to departments based on claims history and total budget. The proposed budget includes funding for the current level of service in the Workers' Compensation Fund.

#### **Office of the City Attorney**

The proposed budget reduces the previous level of funding for this program. However, the \$5,195 required to continue the current level of service in the Workers' Compensation Fund is identified for the tax base building block proposal.

### **Liability Management Fund:**

#### **Revenue**

This fund receives its revenues through charges to departments, including prorated overhead charges and direct charges for actual claims. The proposed budget includes funding for the current level of service in the Liability Management Fund.

**Office of the City Attorney**

The proposed budget reduces the previous level of funding for this program. However, the \$3,124 required to continue the current level of service in the Liability Management Fund is included in the tax base building block proposal.

**Information Services Fund:****Revenue**

Income for this fund is obtained through charges to operating departments. The amount charged is based on actual use of the City's computer systems and equipment and on projected costs for additional system programming and maintenance.

**Financial and Information Services Department**

The City Manager's proposed budget provides for continued development of the City's Geographic Information System (GIS). This project has been now been underway for two years. The \$37,600 proposed represents year three's costs of implementing the system. An additional \$265,200 in reserve funds is allocated for replacement of existing outdated personal computers and printers.

**Legal Services Fund:****Revenue**

Revenue for this fund is obtained through direct charges to departments using the services of the Office of the City Attorney.

**Office of the City Attorney**

The proposed budget reduces the previous level of funding for this program. However, \$40,643 required to continue the current level of service in the Legal Services Fund is included in the tax base building block proposal. Also proposed on the tax base building block is a half-time, limited-term law clerk to provide research assistance.

**Engineering Services Fund:****Revenue**

This fund is supported by direct charges to the projects and programs for which engineering services are provided.

**Department of Environmental Services**

An Office Assistant position is included in the City Manager's proposed budget. The total cost of approximately \$35,000 is split among three separate programs. In addition, a Civil Engineer-II to plan, design, and manage stormwater capital improvement projects and an Engineering Technician II to monitor water quality are proposed for ongoing funding.

## **Utility Financial Services Fund:**

### **Revenue**

Income for this fund is obtained through charges to the sewer, water, and stormwater utilities customers based on the actual cost to provide billing, collection, information services, assessment, and customer services.

### **Financial and Information Services Department**

Two printers to be shared among three separate program areas are included for funding in this department at a total cost of \$21,100. Also proposed for funding is software to manage the City's real property index system.

## **Administrative Services Fund:**

### **Revenue**

This fund is supported by income derived from collecting a percentage charge from all operating departments, and against all capital projects. The rates for fiscal year 1996-97 are budgeted at 9.97% for operating departments and 3.0% for capital projects. The operating department rate slightly increased from the prior year's charge of 9.8%. The Administrative Services Fund allows departments to pay for their share of costs that are difficult to allocate directly.

### **Office of the City Manager**

The Office of the City Manager budget has been increased by approximately \$46,000 in one-time funds to accommodate an optical disk scanning program, neighborhood association needs assessment, and neighborhood association sign project. Several additional proposals not included for funding in the City Manager's proposed budget are identified for the tax base building block.

### **Human Resources Department**

Phase two in development of an employee orientation program is proposed for one-time funding. The program, begun in fiscal year 1995-96, features an interactive video system and improved access to information. Also recommended for funding is a laptop computer to improve staff efficiency and production.

### **Financial & Information Services Department**

The proposed budget provides an additional \$2,200 in one-time costs to purchase a laser printer for the Accounts Payable and Payroll Sections. An additional proposal to fund internal control review services not included for funding in the City Manager's proposed budget is identified for the tax base building block.

### Capital Improvement Program

capital construction program is an investment in Gresham's future. By upholding its commitment to infrastructure, the City can help sustain growth and maintain quality of life. Without adequate investment, it could be difficult to obtain the cooperation of individuals, businesses, and other government agencies in making the private investments necessary for a diversified, vigorous, and stable economy.

The Capital Improvement Program (CIP) is funded at over \$25 million. Projects anticipated for fiscal year 1996-97 are described in the current Five-Year CIP Plan and include parks, street, sewer, water, and stormwater construction and repair. An extensive public involvement process to prioritize these projects has taken place including a full review with the Planning Commission in a lead role, joint workshops with the Multnomah County Transportation Department, and meetings with the City's Citizen Advisory Committees. The resulting recommendations to allocate funds for capital improvement projects will be presented to the Budget Committee.

RECEIVED  
MAYOR'S OFFICE

96 JUL 10 AM 9:45

# CITY OF GRESHAM

## INTERGOVERNMENTAL AGREEMENTS AND CONTRACTS

### MULTNOMAH COUNTY:

MULTNOMAH COUNTY RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Aging Services	Sublease for office space	June 30, 1998	
Amateur Radio Emergency Service	Communication resources of the Amateur Radio Emergency Service may be coordinated and utilized during disasters, emergencies, and public service related situations	Perpetual	
Board of Commissioners	Emergency Medical Services	September 1, 1996 <sup>1</sup>	
Board of Commissioners	To provide decent, safe, and sanitary housing to low income persons within the City	Perpetual	City of Portland; Housing Authority of Portland (HAP)
Board of Commissioners	County shall notify the City of pending County sales of foreclosed property	Perpetual	

<sup>1</sup> Will renew for an additional one year period unless notice is given

CS  
+



**CITY OF GRESHAM**  
**INTERGOVERNMENTAL AGREEMENT AND CONTRACTS**  
**PAGE 2**

<b>MULTNOMAH COUNTY RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
Board of Commissioners	Maintenance services at County owned Vance Park	Perpetual <sup>2</sup>	
Board of Commissioners	Lease for property used as a District Court; annual lease payment of \$1.00	December 31, 1999	
Board of Commissioners	Transition of responsibility for planning services from Multnomah County to the City of Gresham	Perpetual	
Board of Commissioners	To provide for the transfer of employment for planning personnel; whenever a transfer of services occurs between the Mult. Co. and the City by reason of annexation, consolidation or agreement, the parties shall meet to agree upon the timing of the transfer of employees	Perpetual	
Board of Commissioners	Transition of Building Permit Services from Mult. Co. to the City of Gresham	Perpetual	

<sup>2</sup> This IGA is amended each year by Council

**CITY OF GRESHAM**  
**INTERGOVERNMENTAL AGREEMENT AND CONTRACTS**  
**PAGE 3**

<b>MULTNOMAH COUNTY RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
Board of Commissioners	Business Income Tax outlining terms and conditions by which revenue derived from County's Business Income Tax may be shared with cities within that County	Perpetual	City of Troutdale; City of Fairview; City of Wood Village
District Attorney's Office	Provides a means for the City to receive a portion of civil forfeitures awarded as a result of arrests involving narcotics investigations	Perpetual	
Emergency Management	Perform emergency operations, reporting and documentation activities arising from hazardous materials releases	June 30, 1997	
Environmental Services	Governing the collection and disbursement of a systems development charge for sewers	Perpetual	Central County Service District; City of Portland; City of Troutdale
Environmental Services; Emergency Services	Cooperative Assistance Agreement for construction and maintenance of public facilities, such as roads, sewer, and water systems during routine and emergency conditions	Perpetual	City of Portland; City of Fairview; City of Troutdale; City of Wood Village

**CITY OF GRESHAM**  
**INTERGOVERNMENTAL AGREEMENT AND CONTRACTS**  
**PAGE 4**

<b>MULTNOMAH COUNTY RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
<b>Fleet Maintenance</b>	<b>Maintenance and repair of the City's Dept. of Environmental Services (DES) vehicles and equipment</b>	<b>Perpetual</b>	
<b>Rural Fire Protection District No. 10</b>	<b>To provide fire and related services to territory within the District</b>	<b>Perpetual</b>	
<b>Sheriff's Office</b>	<b>Consenting to the application of the County's Forfeiture Ordinance with the City of Gresham</b>	<b>Perpetual</b>	
<b>Sheriff's Office</b>	<b>Permits the Multnomah County Sheriff's Office (MCSO) to operate the temporary hold area located in the City of Gresham Police Administration Bldg. at 1333 NW Eastman Parkway, Gresham</b>	<b>Perpetual</b>	
<b>Sheriff's Office</b>	<b>To provide certain services regarding the application for weapons purchased, including conducting criminal and mental health background checks</b>	<b>June 30, 1996</b>	
<b>Sheriff's Office</b>	<b>To create a combined unit to investigate narcotics and vice operations</b>	<b>Perpetual</b>	

**CITY OF GRESHAM**  
**INTERGOVERNMENTAL AGREEMENT AND CONTRACTS**  
**PAGE 5**

<b>MULTNOMAH COUNTY RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
Sheriff's Office	Mutual Aid Law Enforcement Agreement to provide aid in critical law enforcement incidents	Perpetual	Washington County; Columbia County; Clark County; Clackamas County; City of Portland, City of Vancouver
Sheriff's Office	Elder Safety Coalition regarding investigation and reporting of abuses against elderly persons	August 10, 1999	City of Fairview; City of Troutdale
Sheriff's Office	Adopts guidelines and recognizes role of Burglar Alarm Task Force; facilitate work on methods to reduce false alarms	Perpetual	

**CITY OF FAIRVIEW**

<b>CITY OF FAIRVIEW RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
City Manager	Solid Waste Recycling Services; participate in a cooperative effort to plan and implement annual Waste Reduction Plan and associated solid waste activities	Perpetual	

CITY OF FAIRVIEW RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
City Manager	To provide fire suppression, fire prevention, emergency medical services and hazardous materials emergency response services	July 1, 1997	
City Manager	To provide for the interchange of sewerage transportation and treatment services	Perpetual	
City Manager	To define the rights and obligations of Fairview with respect to the collection and treatment of sewage and the operating, maintaining and financing of facilities for the collection, treatment and disposal of sewage	June 30, 2011	

### GRESHAM SCHOOL DISTRICT

	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Grade School District No. 4; High School District U2-20	Use of City Hall Bldg. as their office location	Perpetual	
Grade School District	Lease of property located at Hall School on Hall Road for use of public parks and recreation purposes	March 3, 2001	

	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Grade School District No. 4	City will improve the Soccer Field at its expense and the parties will agree upon certain use rights with respect to the Soccer Field and other facilities at Hollybrook Park	January 6, 2016	

## METRO

METRO RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Growth Management Services	Data Resource Center (DRC) will provide services using its Geographic Information System (GIS) and Regional Land Information System (RLIS) data, econometric modeling and socio-economic research capabilities	June 30, 1996	
Regional Environmental Management	Establishment of responsibilities in implementing the 1994-95 Multi-Family Recycling Program	December 31, 1995	City of Wood Village; City of Fairview

METRO RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Regional Environmental Management	Implement the regional yard debris plan recycling standards for local governments	Perpetual	
Regional Environmental Management	Recycled Product Test Demonstration Project	June 30, 1996	
Regional Environmental Management	Use of the Interlachen sewer line to replace the 1967 agreement between Gresham and Mult. County	Perpetual	
Regional Environmental Management	Personal services for the METRO challenge funding/annual waste reduction program	Perpetual	
Regional Parks and Greenspaces	Habitat Restoration Grant - Fairview Creek Headwaters	June 15, 1997	
Regional Parks and Greenspaces	Open Spaces Bond Measure Local Share Component	September 1, 1998	

**STATE OF OREGON**

STATE OF OREGON RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
DEQ, Standards & Assessment	Water quality data collection on Fairview Creek	June 30, 1996	

CITY OF GRESHAM  
INTERGOVERNMENTAL AGREEMENT AND CONTRACTS  
PAGE 9

STATE OF OREGON RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
DEQ	Mid-County Sewer Implementation Plan; Special Assessment Improvement Bond Financing Arrangement	June 30, 2005	
DEQ	To establish an Interagency Pollution Prevention Initiative	Perpetual	City of Portland; Clackamas County; METRO; Unified Sewerage Agency; Washington County
DEQ	Mid-County Rockwood South Area Collector Sewers; SRF Loan Agreement	November 1, 2013	
DEQ	Mid-County Rockwood North Area Collector Sewers; SRF Loan Agreement	May 1, 2013	
DEQ	Special Assessment Improvement Bonds issued by the City in connection with the Mid-County Sewer Implementation Plan	July 1, 2003	
DEQ	Assessment Deferral Loan Agreement, \$996,714	June 1, 1997	
DEQ	Assessment Deferral Loan Agreement, \$868,823	June 1, 1997	
DEQ	Rockwood North SRF Loan Agreement for sewer revenue bonds	November 1, 2010	



STATE OF OREGON RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Economic Development Department	Grant in the amount of \$120,675, and a loan in the amount of \$151,274 for the Alexander Manufacturing Project	Perpetual	
Emergency Management	Participation in the Federal Emergency Management Agency's State & Local Assistance (SLA) Program	September 30, 1996	
Department of Transportation (ODOT)	Construction of the North- South Collector Street between NW Division and NW Burnside, coincident with development of the Gresham Civic Neighborhood, including bike lanes, wide sidewalks and other pedestrian and bicycle enhancements.	December 31, 1998	
ODOT	Construction of Local Pedestrian and Bicycle Access Capital Improvements to Existing Streets within one- half mile of light rail stations in Gresham (Pedestrian to MAX Capital Program)	October 31, 1997	

**CITY OF GRESHAM**  
**INTERGOVERNMENTAL AGREEMENT AND CONTRACTS**  
**PAGE 11**

STATE OF OREGON RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
ODOT	MOU to confirm the need for the Mt. Hood Parkway Partnership Agreement	December 31, 1996	City of Fairview; City of Troutdale; City of Wood Village; Multnomah County; METRO
ODOT	Cooperative Agreement for connection to the City of Portland Signal System	Perpetual	
ODOT	Defining responsibilities during the design, right-of-way acquisition, and construction phases of the North/South Collector Street for the Gresham Civic Neighborhood Transit Oriented Development	January 31, 1999	
ODOT	Local Agency Agreement/Federal Aid Urban Project for North Main Street reconstruction project	Perpetual	
ODOT	Maintain sidewalks from E. Powell between NE Roberts and Main Street.	Perpetual	
ODOT	Maintenance and power responsibilities for the traffic control signal at the intersection of NE Airport Way and NE Sandy Blvd./NE 181st Avenue	January 31, 1994	

STATE OF OREGON RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
ODOT	Congestion mitigation and air quality project study to identify plan for priority pedestrian/bicycle access improvements within the vicinity of Gresham MAX stations	March 17, 1998	
ODOT	Maintenance of traffic signals on Powell Blvd.	Perpetual	
ODOT	Throughway agreement for Powell Valley Road	Perpetual	
ODOT	Cooperative Improvement Agreement Federal Aid Interstate Project for the NE 181st/I-84 interchange project	Perpetual	Multnomah County
State Fire Marshal	Regional Hazardous Materials Emergency Response Team Service to their designated Primary Response Area	Perpetual	Multnomah County

**CITY OF PORTLAND**

<b>CITY OF PORTLAND RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
Housing & Community Development	Implementation of activities under the HOME Investment Partnership Program	June 30, 1996	
Housing & Community Development	Administration and operation of the Housing and Community Development Commission (HCDC) and preparation and updating of the Plan	June 30, 1996	
Housing & Community Development	Implementation of activities under the grant for HOME Investment Partnership Program of the U.S. Department of Housing and Urban Development (HCDC)	April 29, 1997	
Housing & Community Development	For a Home Consortium for the purpose of participating in the HOME Investment Partnership Program of the U.S. Dept. of Housing & Urban Development	April 29, 1997	

CITY OF PORTLAND RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Bureau of Emergency Communications	The City of Portland shall operate and maintain the Primary Public Safety Answering Point (PPSAP) for an E9-1-1 emergency call receiving and dispatch operation for all of Multnomah County	Perpetual	Multnomah County; City of Troutdale; City of Fairview; City of Wood Village; City of Maywood Park; Fire District No. 14; Fire District No. 30
Environmental Services	To provide for the interchange of sewerage transportation and treatment services between Portland and Gresham	Perpetual	
Environmental Services	Whole Sewer Service Agreement; to provide for transportation and treatment of sewage discharged from property within the portion of Gresham that lies within the tributary drainage area of Portland's Columbia Blvd. Wastewater Treatment Plan	Perpetual	
Fire	Portland agrees to perform call receipt, dispatch, associated services and management of the Emergency Communications Center	Perpetual	

**CITY OF GRESHAM**  
**INTERGOVERNMENTAL AGREEMENT AND CONTRACTS**  
**PAGE 15**

<b>CITY OF PORTLAND RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
Fire	Portland Dispatch Center to receive requests for emergency fire or rescue services for Gresham	Perpetual	
Fire	To secure mutual emergency assistance for the protection of life and property	Perpetual	
Fire	Gresham Fire Dept. personnel shall, within their training levels, do whatever the circumstances require to safely effect rescues within confined spaces	Perpetual	
Fire	Agreement for the purpose of securing to each the benefits of mutual aid in the suppression, control and extinguishment of fire	Perpetual	Port of Portland; Rural Fire Protection District No. 10; Rural Fire Protection District No. 14
Housing and Community Development	Procedures for handling inquiries along the Urban Services Boundary	Perpetual	
Parks & Recreation	IGA for the design, construction, maintenance, and management of the Gresham portion of the Springwater Corridor	Perpetual	

CITY OF PORTLAND RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Police	Access to the Portland Police Data System (PPDS) via computer terminals	June 30, 1996	
Police	Portland and Gresham Police will provide police services on Tri-Met property and vehicles, through a police unit to be called the Tri-Met Unit	June 30, 1997	
Police	Portland agrees to perform call receipt, dispatch, associated services and management of the Emergency Communications Center	Perpetual	
Police	Portland shall provide Gresham access to the 800 MHz integrated radio system operated by Portland for use of Gresham's portable and mobile radio units, mobile data terminals and control stations	Perpetual	
Police	IGA to use the Hansen Building as an emergency backup location for the primary public safety answering point (PSAP)	Perpetual	

CITY OF PORTLAND RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Water Bureau	To produce an interim Hazardous Materials Containment Design Handbook and Regulated Hazardous Substances List	Perpetual	
Water Bureau	Water Main construction in NE Sandy Blvd. for project management and construction inspection services	July 1, 2010	
Water Bureau	Wholesale Water Supply Agreement	July 1, 2000	
Water Bureau	To provide for up sizing of a transmission main being constructed by the City in NE Sandy Blvd	Perpetual	



TRI-COUNTY METROPOLITAN TRANSPORTATION  
DISTRICT OF OREGON (TRI-MET)

TRI-MET RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
General Manager	Tri-Met to own and the City of Gresham to administer rental agreements for public use of lockers at Transit Centers and Park and Ride lots within the City of Gresham	May 31, 1996	
General Manager	Tri-Met agrees to pay for the design and construction of those portions of the City Hall Plaza within Tri-Met's right-of-way; City of Gresham agrees to maintain the City Hall Plaza including the improvements within Tri-Met's right-of-way	January 1, 2005	
Marketing & Customer Services	City of Gresham to sell Tri-Met tickets, passes, and transportation guides to employees only	Perpetual	
Marketing and Customer Services	City to sell Tri-Met tickets and passes, and transportation guides and maps	February 13, 1997	

**HOUSING AUTHORITY OF PORTLAND (HAP)**

<b>RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
Farm Worker Housing	To develop affordable rental housing for agricultural workers under the Federal Farmer's Home Administration (FmHA) programs in East Mult. County	September 30, 1996	Multnomah County
	Appointment for addition of 1,500 units to HAP's housing stock	Perpetual	

**CITY OF TROUTDALE**

<b>CITY OF TROUTDALE RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
Community Development	Agreement under City of Troutdale Resolution No. 740-R to enter contracting for building, plumbing, electrical, and mechanical plans review and inspection services by the City of Gresham	Perpetual	
Community Development	For electrical and plumbing permits and inspections	Perpetual	

CITY OF TROUTDALE RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Fire	City of Gresham will provide fire suppression, fire prevention, emergency medical services and hazardous materials emergency response services to the City of Troutdale	Perpetual	
Public Works	Temporary use of properties for Wastewater Treatment Plant Sludge Land Application/Troutdale Site	None Determined	

**CITY OF WOOD VILLAGE**

CITY OF WOOD VILLAGE RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Fire	City of Gresham will provide fire suppression, fire prevention, emergency medical services and hazardous materials emergency response services to the City of Wood Village	July 1, 1997 <sup>3</sup>	

<sup>3</sup> May be extended for an additional five year period

CITY OF WOOD VILLAGE RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Public Works	Treatment of sewage from Wood Village by the City of Gresham	Perpetual	
Public Works	Joint preparation or implementation of a solid waste management plan	Perpetual	

**MISCELLANEOUS JURISDICTIONS**

JURISDICTION AND RESPONSIBLE AGENCY	DESCRIPTION	EXPIRATION DATE	OTHER JURISDICTIONS
Cablesystems Multnomah East, Now Known as Paragon	Franchise agreement to construct, operate and maintain a cable communications system	May 31, 1998	Multnomah County, City of Fairview; City of Troutdale; City of Wood Village
Clackamas County Fire Defense Board	Mutual Aid in performing the functions normally requested of a fire department in the protection of life and property from fire, firefighting, civil defense and other natural or man-made disasters	Perpetual	All jurisdictions, including fire districts, within Clackamas County

**CITY OF GRESHAM**  
**INTERGOVERNMENTAL AGREEMENT AND CONTRACTS**  
**PAGE 22**

<b>JURISDICTION AND RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
<b>East County Sanitary Sewer Consortium</b>	Provides for acquiring consulting services prepare a sewer implementation plan for the unsewered area within mid-County	December 31, 2005	City of Portland; Multnomah County; Central County Service District
<b>League of Oregon Cities</b>	IGA for intergovernmental cooperation by units of local government in performing functions and providing services which all of the parties have authority to perform and provide	Perpetual	
<b>Multnomah County Legal Aid Service</b>	Outreach information counseling, referral and legal assistance for tenants with complaints of discrimination	June 30, 1996	
<b>Powell Valley Road Water District</b>	Orderly transition of water service responsibilities due to annexation from the District to the City of Gresham	Perpetual	
<b>Regional Emergency Management Group</b>	To develop an organization to recommend policy and procedures on regional emergency management issues	Perpetual	Counties, Cities, Regional Governments and Special Districts within Washington, Multnomah, Clackamas and Columbia Counties in Oregon; and Clark County Washington

**CITY OF GRESHAM**  
**INTERGOVERNMENTAL AGREEMENT AND CONTRACTS**  
**PAGE 23**

<b>JURISDICTION AND RESPONSIBLE AGENCY</b>	<b>DESCRIPTION</b>	<b>EXPIRATION DATE</b>	<b>OTHER JURISDICTIONS</b>
Regional Organized Crime Narcotics Task Force	Establishment of a Board of Commissioners consisting of one rep. from each participating jurisdiction.	Perpetual	City of Portland; City of St. Helens, City of Lake Oswego, City of Hillsboro, Multnomah County, Clackamas County, Washington County, Columbia County
City of Sandy	City of Gresham to provide inspection services to Sandy for building, mechanical, and plumbing	Perpetual	
Soil & Water Conservation District	For conservation concerns of erosion control, stream, pond and wetland restoration, slope and wetlands plantings, and detention basin enhancements	Perpetual	
Unified Sewerage Agency	To coordinate, develop and implement a regional stormwater pollution prevention media campaign consistent with certain NPDES Stormwater Permit conditions	June 30, 2001	City of Portland; Clackamas County Service District No. 1

# *The City Of* *Portland*



## **MAYOR'S PROPOSED BUDGET IN-BRIEF**

# *City of Portland*

## *Mayor's Proposed FY1996-98 Budget*

*This document describes the Mayor's Proposed Budget for Fiscal Years 1996-1998, divided into distinct service areas. It also outlines the Mayor's budget priorities and major decisions for the next two years, for review by the City Council during the annual budget hearings.*

Volume One contains the budget information that is typically of most interest to the public:

- ◆ The Mayor's Budget Message
- ◆ Overview of financial plans, trends, major achievements and budget decisions
- ◆ Financial Summaries that present, in table form, condensed budget information
- ◆ Service Area and Bureau details, for the City's six service areas:

Public Safety	Parks, Recreation and Culture
Public Utilities	Community Development & Services
Transportation	Legislative, Administrative & Support Services

Volume Two includes:

- ◆ The Capital Improvement Program Budget Summary
- ◆ The Portland Development Commission budget

*For more information, contact the Office of Finance and Administration at 823-5288.*

### **About the Cover**

The cover is a rendering of Paul Missal's *Coffee Cart at Park and Madison* (1987), an acrylic painting, which is part of the Regional Arts & Culture Council's *Visual Chronicle of Portland*, a city-owned collection of over 100 works depicting various aspects of the City of Portland. This collection of artists' perceptions of life in the last decade of this century provides a vital legacy for future generations.

The *Coffee Cart at Park and Madison* depicts a scene common to students of the Pacific Northwest College of Art as they wander out from classes to grab a quick cup of coffee. A number of landmarks can be identified in the painting including the Gourmet Coffee Club Cart, the first outdoor coffee stand in Portland, and the First Congregational Church, an historic building established in 1851. The Coffee Cart is owned by Barry Bernard and operated by Mr. Bernard and Richard Onishi. The main feature of the painting, however, is the rain. It scatters the light, creates luminous reflections, and gives the overall scene a shimmering quality.

### **About the Artist**

Paul Missal began teaching in 1972 at the Pacific Northwest College of Art where he is currently a Professor of Drawing and Painting. He received his Bachelor of Fine Arts degree from the Cleveland Institute of Art and his Masters of Fine Arts in painting from Yale University. Mr. Missal is one of the founding members of Blackfish Gallery which has been owned and operated by artists since 1979.

His work is represented in numerous collections including the Portland Art Museum, Oregon Health Sciences University, Willamette University, Good Samaritan Hospital, and Kaiser Permanente. His portrait of Governor Bob Straub can be found in the State Capitol, and there are two paintings in the Portable Works Collection of the City of Portland/Multnomah County, as well as private collections throughout the region. With the Philips Emmerling Studios, Mr. Missal has also done murals for hotels in Bangkok, Hong Kong, and Singapore, as well as recently completing a 70-foot long mural depicting Portland's riverfront for the Imperial Hotel in Portland.



# Table of Contents

## 1996-97 Mayor's Proposed Budget in Brief

---

OVERVIEW.....	1
TRENDS AND COMPARISONS .....	3
TOTAL BUDGET - POSITION AND FINANCIAL TRENDS.....	4
TOTAL BUDGET - ALL FUNDS.....	5
GENERAL FUND - POSITION AND FINANCIAL TRENDS .....	6
GENERAL FUND BUDGET.....	7
CAPITAL EXPENDITURES - TOTAL BUDGET.....	8
MAJOR BUDGET DECISIONS.....	9
PROGRAM AREAS OVERVIEWS	
Public Safety.....	15
Parks, Recreation and Culture.....	16
Public Utilities.....	17
Community Development and Services.....	18
Transportation and Parking.....	19
Legislative/Administrative & Support Services .....	20
Portland Development Commission & Tax Increment Debt Service .....	21
BUDGET PROCESS.....	22
COUNCIL GOALS.....	24

*This document is a brief examination of the Mayor's Proposed Budget for Fiscal Year 1996-97, divided by distinct program areas. It also provides information on financial, population, and service trends and comparisons, as well as outlining the major budget decisions included in the Mayor's Proposed Budget. For more information, contact the Office of Finance and Administration at 823-5288.*



# Budget Overview

---

## City Financial Planning Process

In 1994, the City transitioned to a two year budget cycle. This action continued emphasis on the budget as a long-range plan to improve system efficiency and to provide more time for in-depth review of City services. This document represents the first year of a two year budget process.

As a first step in the two year budget process, each major service area of the City prepares long-range, five year financial plans. These plans forecast fund revenues and requirements over a minimum of five years, identify long-term service and financial issues requiring attention during the budget process. Council reviews these plans during work sessions early in the budget preparation process and give directions to Bureau managers on identified issues as guidance in preparing and finalizing budgets. In addition to the General Fund, financial plans are prepared for the City's other major funds, including Transportation, Environmental Services, and Water.

## Assessed Value Growth & Property Tax Revenues

This will be the first two year budget cycle for which property tax revenues will not be affected by Measure 5's \$10 local government property tax rate limit. The City will levy the General Fund property tax base and receive a "normal" revenue yield equal to the levy less delinquency and discounts. There will be no loss of levy or revenue due to levy compression. In addition, there is enough capacity within the \$10 property tax rate limit to allow the City to levy an urban renewal collection that will cover annual principal and interest payments and generate an additional \$5.9 million to \$8.4 million in revenues that will be deposited in urban renewal debt service funds.

Assessed value growth of 9% will generate \$5.9 million for projects while growth at 10.6% will generate \$8.4 million. The additional revenues will be used to pay off indebtedness associated with new projects scheduled for existing urban renewal districts. The PDC budget assumes the higher 10.6% assessed value growth so that the maximum dollar amount can be levied and collected consistent with the city's pro rata share of property tax dollars. The tax increment levy will be scaled back as necessary when final assessed value information is available.

## Five Year General Fund Financial Plan

The City Council uses sophisticated forecasting methods in charting Portland's financial future. Looking ahead five years, the Bureau of Financial Planning regularly generates five year estimates of General Fund discretionary resources and requirements for the Council. The five year revenue estimate is used to develop the five year financial forecast, comparing estimated resources to the projected costs of maintaining current services.

The General Fund financial forecast identifies discretionary resources totaling about \$241.3 million. This is composed of \$229.6 million in revenues plus a beginning discretionary fund balance of \$11.7 million. The five year financial plan assumes the continued health of the regional economy which has grown more or less continuously since calendar 1986. The key economic outlook assumption that underpins the forecast calls for moderate economic growth at the national, state, and local levels.

# Budget Overview

---

Similar to forecasting, the Council takes a five year approach to budgeting to ensure that the long range impact of major decisions is considered in developing the budget. The first year of the Mayor's proposed two year budget commits \$5.8 million of on-going resources to program increases and \$13 million to one time projects. The second year of the proposed budget commits an additional \$2.3 million to programs above current service levels and \$3.6 million to one-time non-recurring projects. The following is a summary of major projects and programs funded in the Mayor's Proposed Budget. The Major Budget Decisions section provides a more complete list with funding.

- ❑ **Citywide Programs:** Quality Initiative, technology strategic plan, geographical information system, and facility security.
- ❑ **Civilianization of Police Desk Positions.** 42 non-sworn customer service aides created to staff precinct desks currently staffed by sworn police officers..
- ❑ **Development Review Team.** Funding provided to improve the development review process, including a Customer Resource Center, a Development Coordinator and a Satellite Permit Center.
- ❑ **Education and Youth.** Direct aid to Portland area schools. Continued support of the enhanced youth recreation and community school programs instituted two years ago.
- ❑ **Fair Wage Initiative.** Funding to support a wage floor for City service contract workers including janitors, security guards and parking attendants.
- ❑ **Homeless and Domestic Violence Reduction Services.** Construction of a permanent Men's Housing Facility. Replacement of lost of federal dollars to maintain current services for winter shelter and domestic violence reduction services.
- ❑ **Metro 2040 Implementation.** To promote development in response to 2040 concepts.
- ❑ **Neighborhood Livability.** Neighborhood Arts program to bring the Oregon Symphony and other performing arts groups to neighborhood sites. Neighborhood Enhancement Fund to improve neighborhood safety and quality of life.
- ❑ **Portland Center for Performing Arts/MERC support.**
- ❑ **Quality Jobs Initiative and Target Industry Programs.**
- ❑ **Task Force on Neighborhood Involvement.** Increase resources to neighborhood associations for improved outreach and linkages and improved mediation and conflict resolution training.
- ❑ **Transportation Funding.** To offset the anticipated revenue gap; use for downtown street cleaning, special events barricades, a Development Response Fund and other current services.

## Trends and Comparisons

On the economic front, trends continue to be favorable. Over the last year, per capita income has increased by 2.7%. Unemployment has increased over the past year, from 3.5% in July 1995 to an estimated 4.2% for July 1996. Inflation is expected to drop slightly.

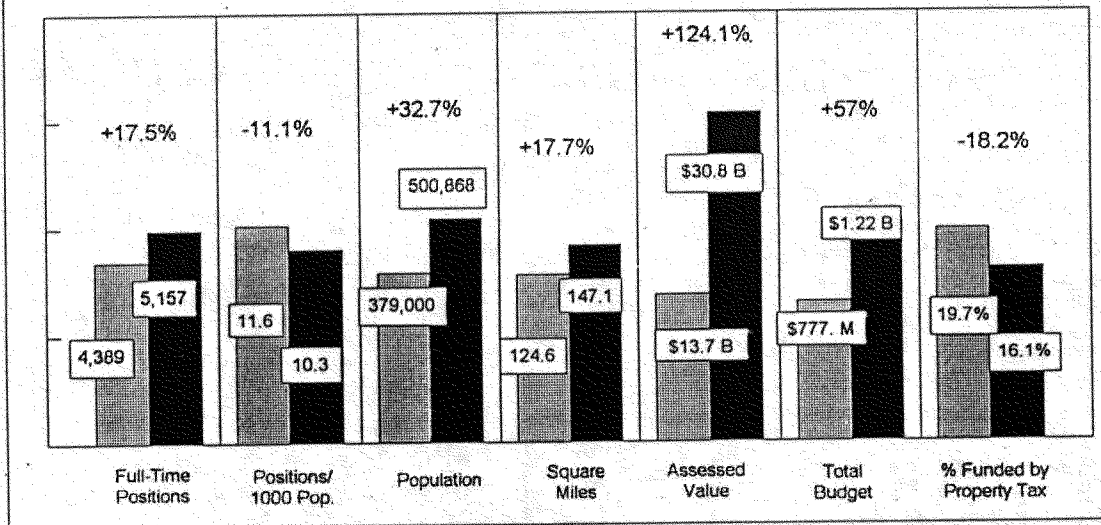
### City of Portland - Trends

	July 1995	July 1996 (est.)	Change	% Change
Per Capita Income	\$22,608	\$23,209	+\$601	2.7%
Unemployment	3.5%	4.2%	0.7%	19.3%
CPI (Jan 95-Jan 96)	2.9%	2.7%	-0.2%	-6.9%
Population	497,600	500,868	+3,268	0.7%
Square Miles	146.6	147.1	+0.5	0.3%
Assessed Value	\$28.31 B	\$30.87 B	+\$2.55 B	9.0%
Total Net Budget	\$1,200,775,791	\$1,220,708,931	\$19,933,140	1.6%

### Ten Year Comparisons

In Constant Dollars

■ 1986 ■ 1996



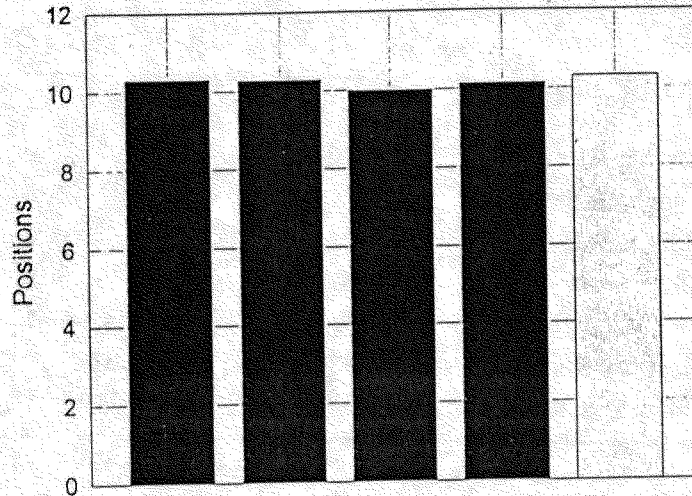
# Total Budget

## Total Budget Position Trends

Number of Positions per 1000 Population by Fiscal Year

• Positions per thousand are now at the same level as in FY 1992-93. Middle year drops resulted from large increases in population due to annexation combined with only moderate position growth.

• The FY 1996-97 budget authorizes 5,157 positions, an increase of 112, or 2.2%, from the current year. Eighty seven of these positions are being added to the General Fund and are discussed in the GF Position chart. The remaining position adds include 9 in Buildings to deal with increased permit activity and development review, 9 in Water to deal with conservation, water quality and capital projects, and 2 in Communications to handle 800 MHZ radio system requirements.



Fiscal Years	1992-93	1993-94	1994-95	1995-96	1996-97
Positions	10.3	10.3	10.0	10.1	10.3

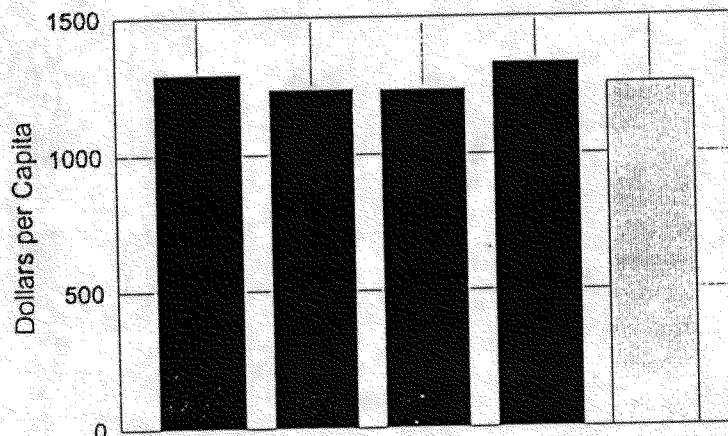
Total Budget Trends

## Total Funds Operating Budget Trends

Constant Dollar per capita Operating

• Per capita costs per thousand drop in FY 1996-97 due to an overall \$10 million decline in operating budget from FY 1995-96. This is largely the result of a drop in federal block grant dollars, and a drop in fleet vehicle replacement funding from revised FY 1995-96 levels. Funds will adjust for carryover balances in the fall of 1996 which will cause the FY 1996-97 operating total to increase.

• The drop in per-capita cost from FY 1992-93 to FY 1994-95 reflects the addition of 45,000 citizens to the City, largely through annexation.



Fiscal Years	1992-93	1993-94	1994-95	1995-96	1996-97
Cost per capita	\$1,296	\$1,238	\$1,238	\$1,333	\$1,257

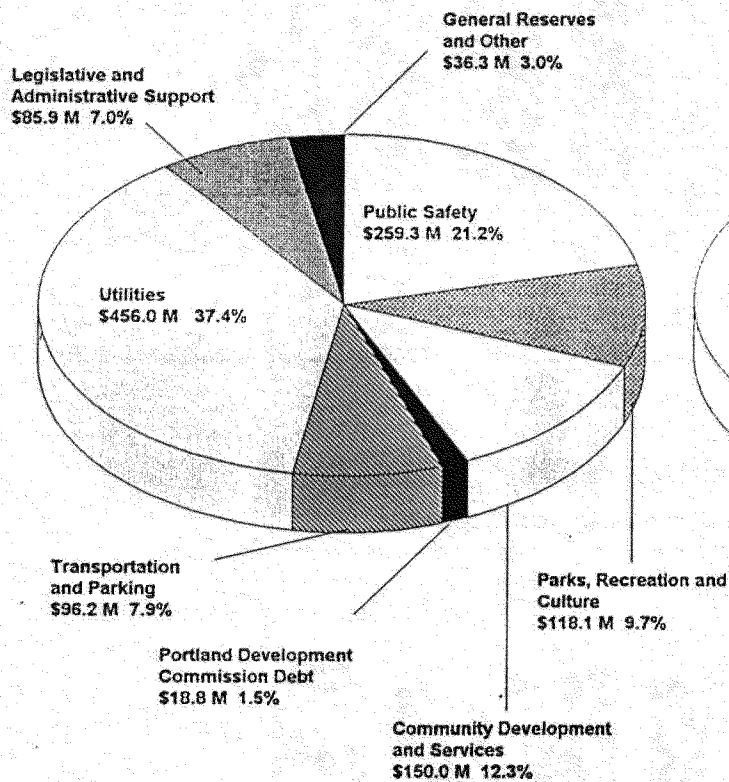
Total Budget Position Trends

# Total Budget

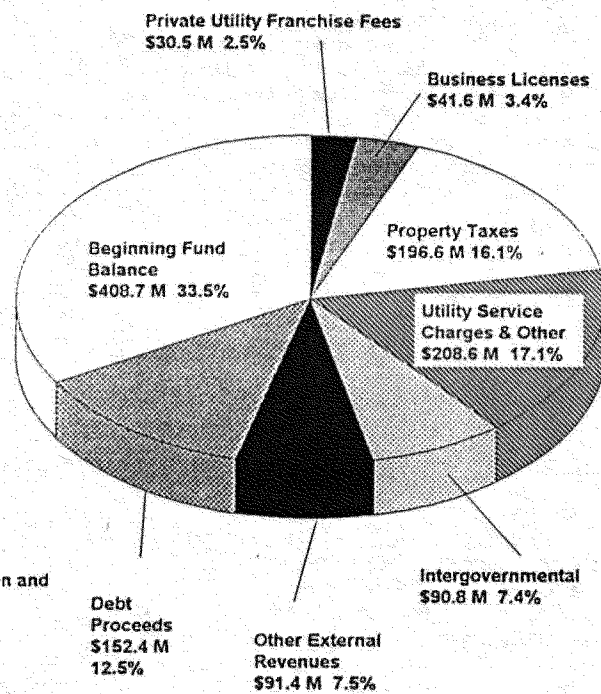
## TOTAL CITY BUDGET

Fiscal Year 1996-97

### Total Expenses ALL FUNDS



### Total Revenues ALL FUNDS



**Total Expenses - Total City**  
**\$1,220,708,931**

**Total Revenues - Total City**  
**\$1,220,708,931**

Adopted Budget	1995-96 Revised Budget	1996-97 Proposed Budget	Dollar Change	Percent Change
Net Budget	\$1,200,775,791	\$1,220,708,931	19,933,140	1.66%



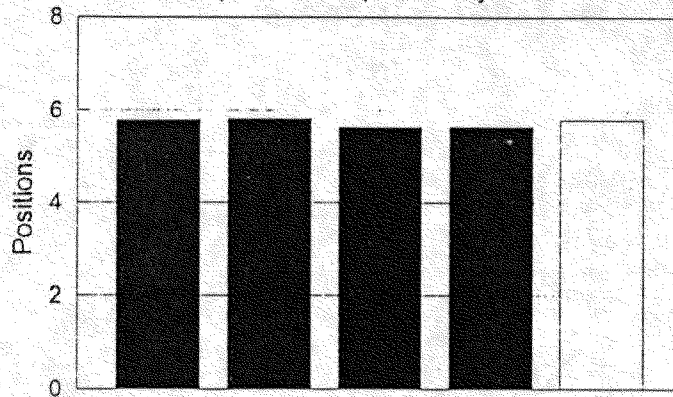
# General Fund

## General Fund Position Trends

Number of Positions per 1000 Population by Fiscal Year

- Positions per thousand are now at the same level as in FY 1992-93. Middle year drops resulted from large increases in population due to annexation combined with only moderate position growth.

- The FY 1996-97 budget authorizes 2,899 positions, an increase of 87 from the prior year. Fifty-four civilian positions have been added to the Police Bureau to free up sworn officers currently staffing precinct front desks, 8 positions have been added to Planning for growth management and development review, 4 positions have been added to Purchasing to deal with workforce development and disparity issues, 10 positions have been added to OF&A to address a range of programs including citywide quality, financial planning, and risk management.



Fiscal Years	1992-93	1993-94	1994-95	1995-96	1996-97
■ Positions	5.8	5.8	5.6	5.7	5.8

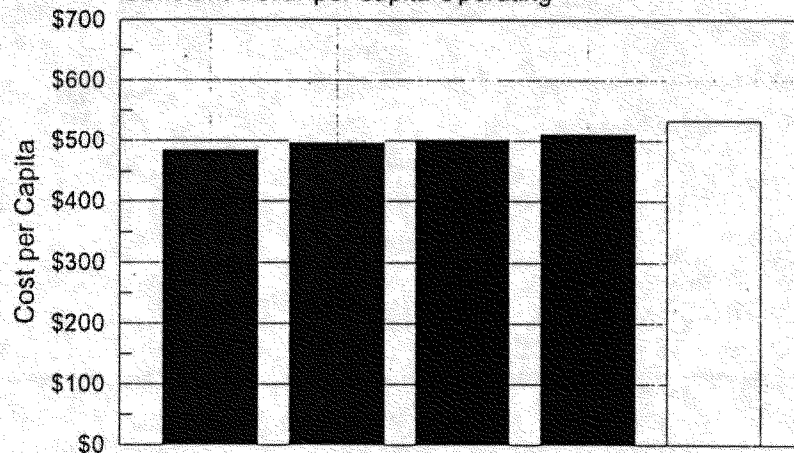
General Fund Position Trends

## General Fund Operating Budget Trends

Constant Dollar per capita Operating

- The FY 1996-97 budget represents a per capita increase of 4.2% indicating that for this one year period, budget growth has been greater than CPI and population growth.

- The General Fund operating cost per capita has increased from \$485 in FY 1992-93 to \$534 in FY 1996-97. The base year reflects the impact of Measure 5 property tax loss. That loss was mitigated by assessed value growth in the following years allowing positions and programs to be restored and enhanced.



Fiscal Years	1992-93	1993-94	1994-95	1995-96	1996-97
■ Cost per Capita	\$485	\$497	\$503	\$512	\$534

General Fund Operating Budget Trends



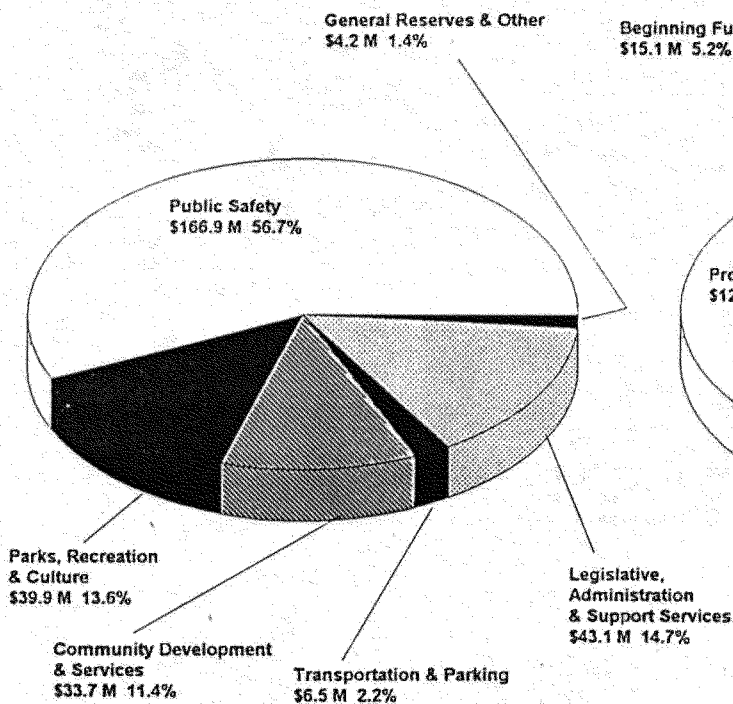
# General Fund

## GENERAL FUND BUDGET

Fiscal Year 1996-97

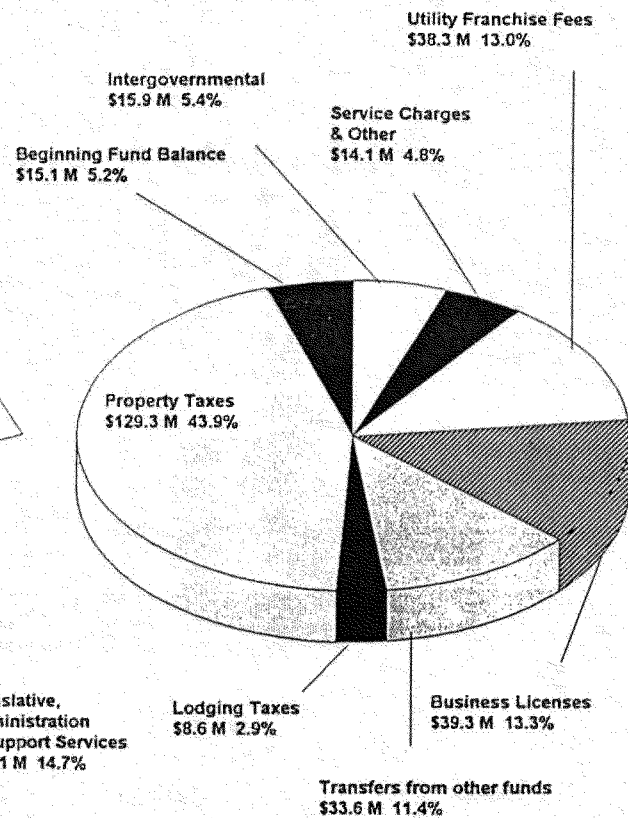
### Total Expenses

GENERAL FUND



### Total Revenues

GENERAL FUND



**Total Expenses - General Fund**  
\$294,366,534

**Total Revenues - General Fund**  
\$294,366,534

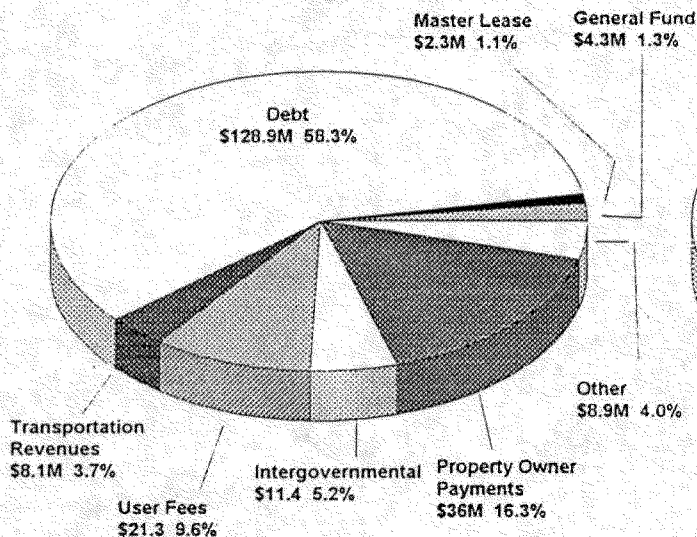
Adopted Budget	1995-96 Revised Budget	1996-97 Proposed Budget	Dollar Change	Percent Change
Net Budget	\$286,342,133	\$294,366,534	8,024,401	2.80%

# Capital Budget

## TOTAL CAPITAL BUDGET

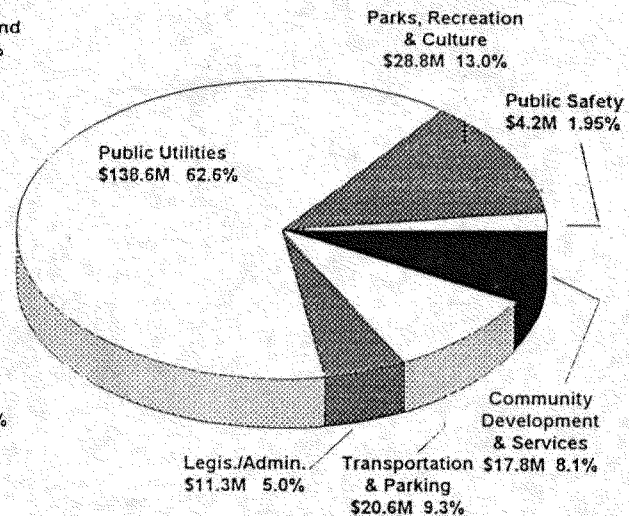
### Capital Project Funding Sources

Fiscal Year 1996-97



### Capital Projects by Service Area

Fiscal Year 1996-97



**Total: \$221.4 Million**

### Capital Projects of Note

Parks Rec. and Culture	General Obligation Bond Projects	\$23.8 M
Public Utilities	Mid-county sewer project	\$26.5 M
	Combined Sewer Overflow Project	\$41.3 M
	Water Distribution System	\$11.7 M
Legislative/Administrative	City Hall Renovation	\$4.7 M
	Portland Building Structural Improvements	\$3.5 M
Transportation	Street Improvements	\$10.8 M
	Transit	\$3.3 M
	New Development Response Fund	\$250,000

## Major Budget Decisions

---

The following are the key decisions made in the Mayor's Proposed Budget. The decisions are grouped under the Mayor's Critical Challenges:

### **Confidence in Government:**

*Restore the public's trust and confidence in government by providing quality services that are effective, efficient and accountable.*

### **New or Expanded Programs:**

- **Citywide Quality Initiative.** The budget provides for a Council sponsored citywide quality improvement program which emphasizes empowering City Council, management, labor, and all city teams to review options for improving productivity, service efficiency, and quality customer service. The base budget provides \$198,000 and an additional \$167,000 is added.
- **Citywide Technology Strategic Plan.** The budget allocates \$200,000 to facilitate completion of a citywide technology strategic plan, a long-range plan for applying technology to improve interaction with citizens and providing service to the public.
- **Development Review Team.** The proposed budget includes \$2.7 million to implement the Development Review Team's (DRT) recommendations, impacting bureaus with development review responsibilities: Planning, Buildings, Transportation, Environmental Services, Water and Fire. A key new position is a Development Coordinator to assist customers with development proposals which require approval from multiple bureaus. Another key component is the Customer Resource Center which will provide a complete library of building-related documents available primarily via electronic imaging.
- **Satellite Permit Center.** The budget also supports \$590,884 in Year 2 start up costs for the opening a new satellite permit center which will focus on residential permits.
- **Task Force on Neighborhood Involvement.** \$78,762 is budgeted to implement the Task Force recommendations. This allows neighborhood associations to expand citizen outreach and to receive training and assistance in mediation and conflict resolution.
- **Reduction of the Water and Sewer Utility License Fee.** In response to the Public Utilities Review Board and the Utility License Fee Internal Work Group recommendations, the utility license fee charged to the City's water and service utilities will be reduced from the current 8% to 6% over a five year period, saving rate payers about \$9.8 million.
- **Geographical Information System (GIS).** \$840,518 is allocated to the citywide GIS project which is to improve the City's ability to maintain its capital infrastructure, customize service delivery to neighborhood needs, and improve inter-jurisdictional communications and data sharing. The total project is estimated to cost \$13.2 million over a six year time period.

# Major Budget Decisions

---

## Ongoing Programs:

- **CORE Budgets.** In FY94-95, the City undertook a new integrated approach to management budget decisions through the Comprehensive Organizational Review and Evaluation process (CORE). FY95-96 pilot bureaus were Fire, Housing and Community Development and Environmental Services. In FY96-97, Parks and Recreation, Police, and Transportation will undertake a CORE analysis and review.
- **Represented Classification Study.** \$126,000 is provided to support completion of a study of the classifications represented by the District Council of Trade Unions (DCTU).
- **Performance Audits.** \$1,006,991 in FY96-97 and \$944,178 in FY97-98 continues support to complete performance audits directed toward improving city programs, including an audit of the Combined Sewer Overflow Project.
- **Employee Empowerment.** \$50,000, for each of the two years, for the implementation of a suggestion program directed toward empowering employees to improve service.
- **Joint Labor/Management Committees.** Ongoing implementation of committees within each of the City's major service bureaus charged with identifying opportunities for efficiencies and productivity improvements.

## Ensure a Livable Future:

*Ensure our livability as a community and preserve Portland's legendary quality of life by investing in housing, transportation and our urban environment.*

## New or Expanded Programs:

- **Support for Portland Area School Districts.** \$9,224,000 is provided in direct aid to Portland area schools. Portland Public Schools will receive \$9,024,000 while \$200,000 will be divided between Reynolds, Centennial, David Douglas and Parkrose school districts. This aid is provided in light of the school funding crisis and to help ensure that the Portland area school districts remain strong and healthy.
- **Housing Investment Fund.** The budget fulfills the commitment to establish a \$30 million fund to support creation of 2,500 housing units per year. Funds will be used to expand housing opportunities for all income levels and to increase housing supply in response to expected population growth. Building upon the original \$6.4 million already allocated, an additional \$24.6 million is available to commit over the next two years.
- **Men's Permanent Housing Facility.** The budget supports the construction of a permanent men's housing facility which will be sited and constructed over the next two years as per the

## Major Budget Decisions

---

City's Shelter Reconfiguration Plan. The budget anticipates that construction will be financed over 17 years and provides \$575,000 in annual debt service payment.

- **Winter Shelter Funding.** The budget provides \$130,000 in each of the next two years to replace the loss of federal dollars for emergency winter shelter beds.
- **Development Fee Waivers.** In the past, permit fees for non-profit affordable housing projects have been waived by the development bureaus. This budget transfers the cost of the fees to the Housing Investment Fund, which will provide direct reimbursement to the non-profit developers as part of an overall financing package. It is estimated that the Housing Investment Fund will provide about \$809,000 in the upcoming biennium to cover development fee costs.
- **Transportation Funding.** \$3.8 million is provided over the FY 96-98 budget period to help offset the Portland Office of Transportation's revenue gap and to allow for the continuation of the current level of transportation service. The \$3.8 million is provided from a combination of General Fund, Autoport Fund, and tax increment fund allocations.
- **Central City 2000.** Tax increment dollars support \$7.8 million in projects recommended by the Central City 2000 Task Force. Projects support the development of 15,000 housing units and 75,000 jobs by the year 2010, including Eastbank Esplanade, MLK and Grand Avenues improvements, Union Station pedestrian improvements, and targeted industries strategy.
- **2040 Implementation.** \$775,000 is allocated over two years to support implementation of Metro 2040 concepts. Funding is provided to amend city code to encourage mixed use, high density development, facilitate transit oriented development, design standards for infill, and to document compliance with Metro's Interim Measures and Framework Plan.
- **Development Response Fund.** \$250,000 is provided in General Fund discretionary dollars to the Office of Transportation for FY 96-97 to partner with the development community for transportation system improvements such as signals, pedestrian connections to transit services, and intersection reconfiguration to assist conversion of underutilized properties to higher density uses. The fund will be used in FY 96-97 for improvements to Marine Drive at North Bridgeton, where approximately 500 new housing units are being constructed.
- **Neighborhood Enhancement Fund.** \$750,000 is provided over two years to support neighborhood grants (\$250,000 in FY96-97 and \$500,000 in FY97-98). The purpose of the program is to improve neighborhood safety and quality of life.
- **Neighborhood Arts.** The budget provides \$300,000 in each of the next two years to support a neighborhood arts program with the Oregon Symphony and other resident groups. This funding will take symphony concerts and programs to three neighborhood sites a year.

## Major Budget Decisions

---

- ❑ **School Field Trips.** \$50,000 in one time funding is provided in FY 96-97 to support school field trips to the Oregon Museum of Science and Industry and other cultural institutions.

### Ongoing Programs:

- ❑ **Expanded Youth Programs.** This budget continues funding of \$1.1 million for each of the next two years in support of youth oriented recreation programs, an expanded community school programs, environmental and arts education programs and athletics programs offered through the Police Athletic League and the Portland Public Schools.
- ❑ **Housing Services.** In FY96-97, \$16.8 million in federal dollars support a variety of housing assistance for households with income below 80% of median income.
- ❑ **Community Planning.** The budget allocates \$816,000 in FY 96-97 and \$858,000 in FY 97-98 to continue the Inner Southeast and Southwest Community Plan processes.
- ❑ **River District.** The Council has committed \$3.9 million over the next two years for infrastructure projects in the Union Station area. These infrastructure projects support the development of a 685-unit housing development at Union Station.
- ❑ **Community Initiatives.** In FY96-97, \$200,000 continues to support projects developed and implemented by community organizations.

### Quality Jobs:

*Increase the standard of living for our underemployed and unemployed residents by upgrading worker skills and creating more local job opportunities.*

### New or Expanded Programs:

- ❑ **Business Development and Disparity Study Implementation.** \$137,000 is budgeted in each of the next two years to support two new positions for the Fair Contracting and Employment Initiatives program.
- ❑ **Fair Wage Initiative.** The budget provides \$223,000 on an ongoing basis to support a wage floor for service contract workers including janitors, security guards, and parking attendants. This provides an hourly wage of \$6.75 in FY 96-97, increasing to \$7.00 in FY 97-98.
- ❑ **Quality Jobs Initiative.** \$225,000 in FY 96-97 and \$250,000 in FY 97-98 is allocated to PDC to begin to implement the Quality Jobs Initiative. The plan calls for the identification of resource needs and gaps in training and employment services, and the development of corresponding goals and specific job strategies for targeted neighborhoods.

## Major Budget Decisions

---

- **Target Industry Project Management.** The budget allocates \$130,000 in each of the next two years to support target industry growth and target area resident employment through industry, workforce, and training strategies that are responsive to current and expected needs.

### Ongoing Programs:

- **Prosperous Portland.** In 1994, Prosperous Portland was adopted as an integrated set of policies which focus the City's economic development and workforce development strategies and efforts. In FY 1996-97, the Portland Development Commission continues the role as lead economic development agency for the City.
- **Economic Development Loan Fund.** City Council has reserved savings from the refinancing of the Airport Way urban renewal debt, \$512,000 per year, for a loan fund program to meet the financial needs of small and medium size business that are growing quality jobs in the city.
- **Workforce Development.** \$374,780 for a clearing house program to promote increased business with minority and women-owned business.
- **Business and Job Development.** In FY 1996-97, \$1,187,341 in General Fund support for PDC economic development, business retention, and job development programs, including the Northeast Workforce Center and business districts support.
- **Downtown Services.** \$649,769 to support security, sidewalk flushing and scrubbing and other services to preserve the vitality of the downtown business district.
- **Cultural Tourism.** The financial plan calls for up to \$200,000 per year for the next four years to support "Cultural Tourism" projects in partnership with the Portland Art Museum.

### Public Safety:

*Improve public safety by maximizing the use of our public safety resources and increasing the number of citizens involved in community public safety activities.*

### New or Expanded Programs

- **Police Desk Civilianization.** \$550,000 in FY96-97 and \$1.1 million in FY97-98 to create 42 non-sworn customer service aides to staff precinct desks currently staffed by sworn police officers, allowing the 42 officers to work on the street and at proactive community policing.
- **School Resource Officers.** \$83,000 is budgeted in each of the next two years to support a school resource officer in David Douglas and Parkrose High Schools.

## Major Budget Decisions

---

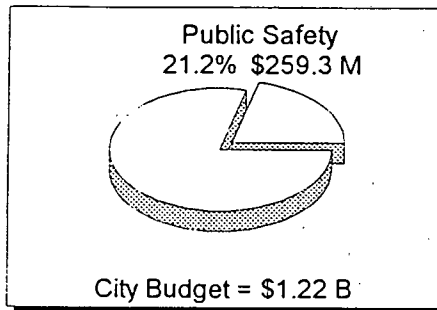
- ❑ **Less Lethal Equipment and Training.** \$70,740 in one time funding is allocated to provide police officers with a broader range of options in gaining control of a subject.
- ❑ **Dignitary Protection.** \$200,000 is allocated for FY 1996-97 to provide required protection for candidate visits.
- ❑ **Expanded Park Ranger Program.** \$115,000 is added to expand the successful Park Ranger program, allowing coverage of an additional 11 high usage parks over the summer months.
- ❑ **Expanded Community Emergency Services.** \$84,294 over two years is added to expand the CES program to seven additional stations in the city. The additional Program Coordinator will coordinate and help train citizens on the Neighborhood Emergency Teams (NET) and the Facility Assessment and Stabilization teams (FAST).
- ❑ **Domestic Violence Shelter Services.** In FY 97-98, the budget allocates \$223,600 to offset half of the loss of federal grant funds currently supporting domestic violence shelter activities.
- ❑ **Video Surveillance.** \$50,000 allocated in each of the next two fiscal years to support an APP pilot program to utilize video surveillance cameras on the downtown traffic mall. as a deterrent to crime.

### Ongoing Programs:

- ❑ **Community Policing.** The budget supports the continuation of community policing including Neighborhood Response Teams, neighborhood liaison officers, emphasis upon joint problem solving with community residents, partnership agreements with neighborhoods and businesses, and improved customer service.
- ❑ **Gatekeeper Program.** This budget continues support for this unique program that recruits businesses, organization and agencies to act as partners (gatekeepers) in the effort to locate at-risk older adults who are living in the community.
- ❑ **Firefighter Trainee Program.** \$154,000 to hire 16 recruits who demonstrate the potential to be successful firefighters. The program has been successful at attracting female and minority candidates.
- ❑ **School Traffic Safety.** \$420,000 is budgeted within the Office of Transportation for each of the next two years to continue its expanded speed bump and school traffic safety program.



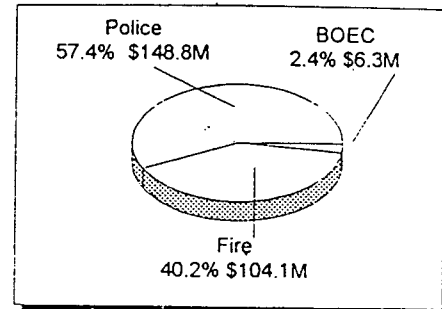
## PERCENT OF BUDGET



## BUDGET DATA

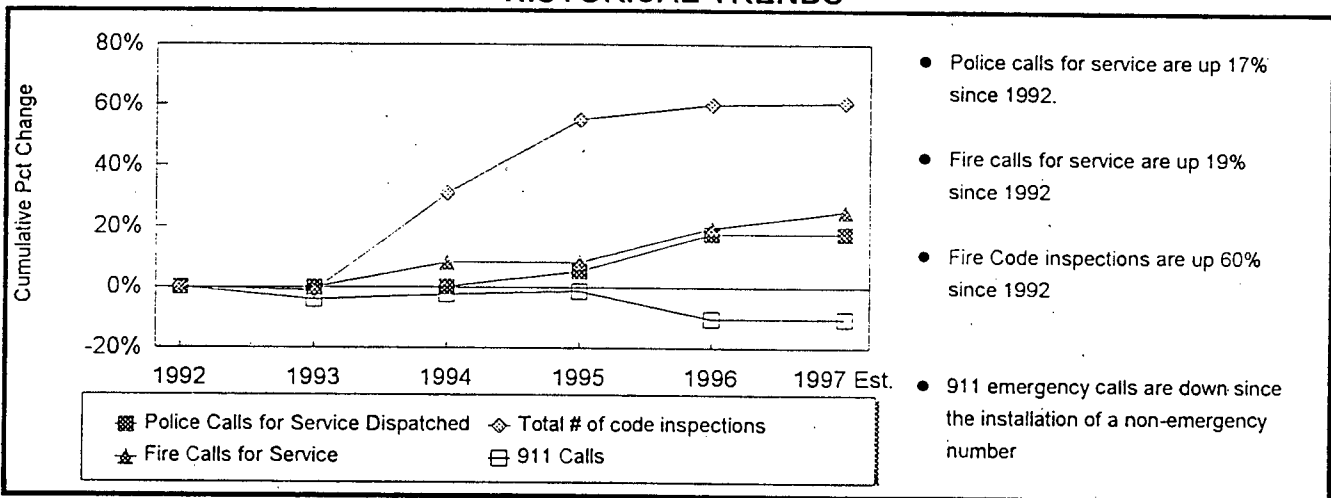
1996-97 Budget	\$259.3 M
Change from 95-96:	+ \$17.5 M
Change per Capita:	6.5%
1996-97 Positions:	2199
Change from 95-96:	55 FTE
Change per Capita:	1.9%

## EXPENDITURES



Note: Figures on this page include fund contingencies and reflect the full allocation of costs to direct service areas.

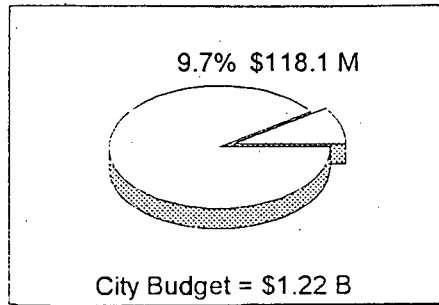
## HISTORICAL TRENDS



## SIGNIFICANT BUDGET ISSUES

- ◆ Front desk positions at the Police Bureau's five precincts will be staffed by civilians instead of sworn officers starting Jan. 1, 1997. This will release 42 sworn officers from desk staffing duties and allow them to return to full time community policing activities and resolve problems that adversely impact neighborhoods.
- ◆ BOEC has no personnel increases for FY 1996-97. The budget will maintain its current service level.
- ◆ The Fire Bureau budget funds current services, including Neighborhood Emergency Teams (NET); expansion of the Firefighter Inspector Program; two Training Academies; Firefighter Trainee Program; and continued development of the Bureau's Fire Information System (FIS)
- ◆ The Fire Bureau's successful completion of the Comprehensive Organization Review and Evaluation (CORE) process in FY 1995-96 provided the extensive review of all services provided by the Bureau. The CORE Plans provide the basis for the Fire Bureau budget.
- ◆ The Fire Bureau will continue to expand Advanced Life Support (ALS) services to all stations.

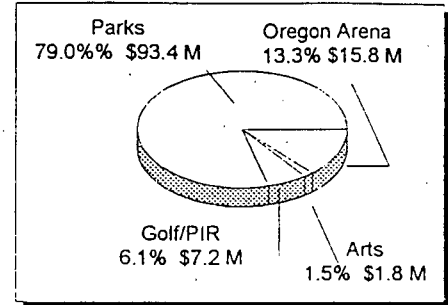
### PERCENT OF BUDGET



### BUDGET DATA

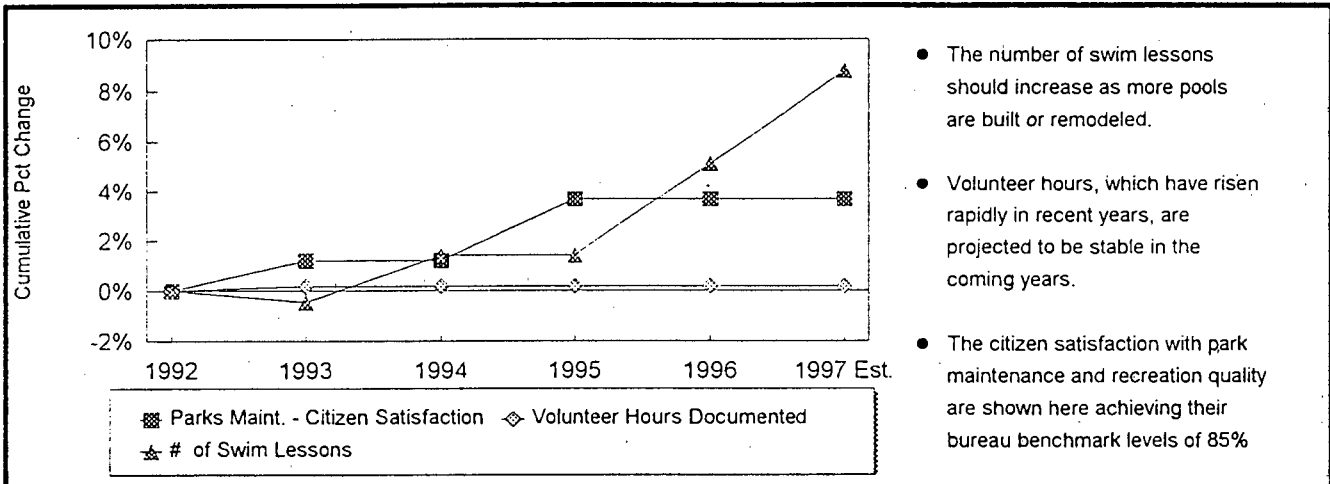
1996-97 Budget	\$118.1 M
Change from 95-96:	-\$43.4 M
Change per Capita:	-27.3%
1996-97 Positions:	373
Change from 95-96:	3 FTE
Change per Capita:	0.2%

### EXPENDITURES



Note: Figures on this page include fund contingencies and reflect the full allocation of costs to direct service areas.

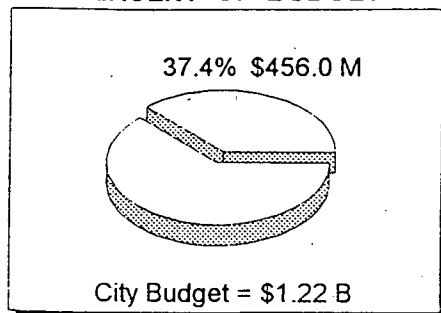
### HISTORICAL TRENDS



### SIGNIFICANT BUDGET ISSUES

- ◆ The FY 1996-97 Budget drops by \$43. Million due to the completion of the Oregon Arena Project.
- ◆ The FY 1996-97 Budget continues funding of \$1.6 Million in support of expanded community schools, school support, and other youth programs initiated in 1994. The youth recreation programs formerly supported by surcharge revenue will now be directly supported by General Fund discretionary dollars.
- ◆ Regional Arts and Culture Council will receive target funding of \$1,241,497 based on room tax receipt growth. New: \$300,000 to bring the Symphony and other performing arts groups out to the community and \$50,000 for school field trips to OMSI. Cultural tourism funding, \$200,000 per year, to the Portland Art Museum is included. \$250,000 is budgeted to support the Portland Center for Performing Arts.
- ◆ Funding for capital projects within the Parks Bureau is continued primarily through the \$58.8 million bond issue approved by the voters in 1994, but also through \$1.6 Million of General Fund dollars, \$2 Million of Metro 26-26 money, and \$700,000 in grants.

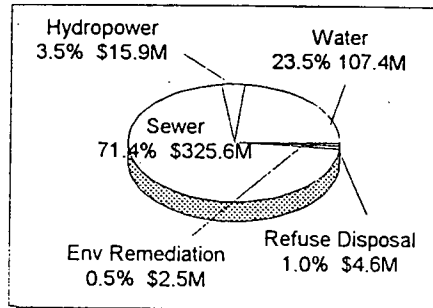
## PERCENT OF BUDGET



## BUDGET DATA

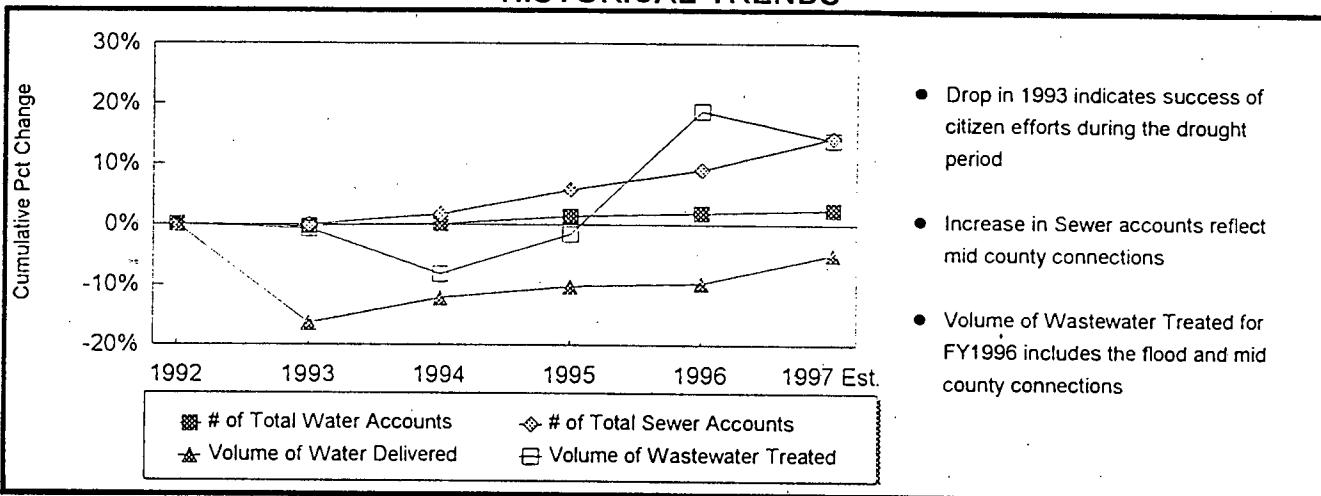
1996-97 Budget	\$456.0 M
Change from 95-96:	+ \$26.0 M
Change per Capita:	5.4%
1996-97 Positions:	966
Change from 95-96:	43 FTE
Change per Capita:	4.0%

## EXPENDITURES



Note: Figures on this page include fund contingencies and reflect the full allocation of costs to direct service areas.

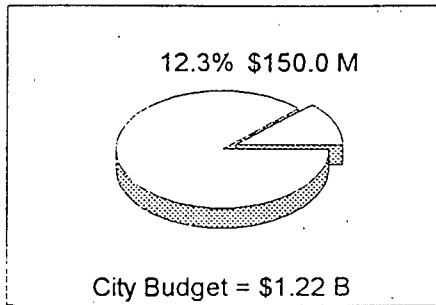
## HISTORICAL TRENDS



## SIGNIFICANT BUDGET ISSUES

- ◆ The Mayor's Proposed budget includes a phase down of the Utility License Fee charged to all ratepayers. The fee is decreased by 0.4% in the next fiscal year, dropping from the current 8% to 6% over 5 years.
- ◆ This budget estimates that the average residential water bill will increase 4.3%. The average sewer rate is estimated to increase 12.1%. This rate of increase for sewer is expected to continue for the next five years as the Combined Sewer Overflow(CSO) project ramps up.
- ◆ The proposed BES budget continues the bureau's emphasis on pollution prevention, water quality analytical services, drainage system maintenance, watershed improvement, and capital funding.
- ◆ The proposed Water Bureau budget addresses the following strategic issues: customer services, water quality, relationship with the community, water conservation, regional water supply planning, capital improvement plan, organizational improvement, financial stability, workforce planning, infrastructure needs, information technology.
- ◆ The Bureau of Environmental Services will continue with its Comprehensive Organizational Review and Evaluation(CORE). This was a pilot process to examine the financial planning, organization, and operations of the bureau at all levels. This effort has identified areas for improvement that the bureau will pursue.

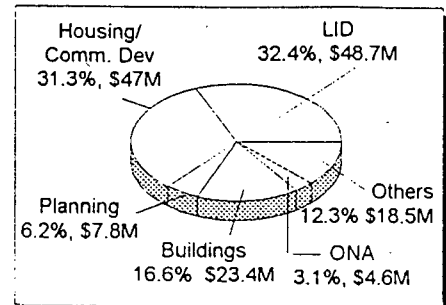
## PERCENT OF BUDGET



## BUDGET DATA

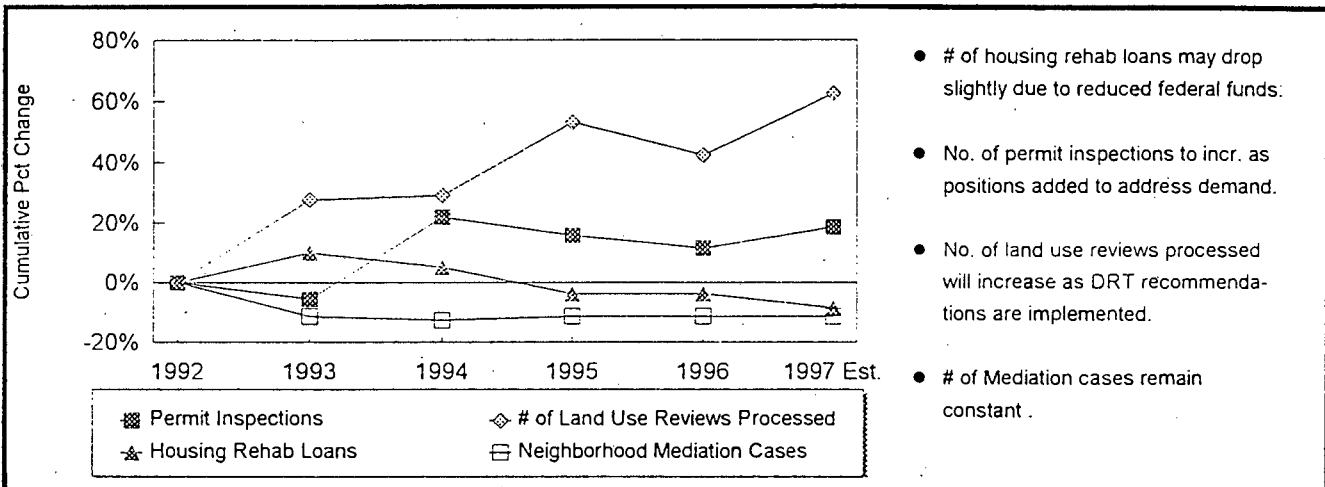
1996-97 Budget	\$150.0 M
Change from 95-96:	+ \$25.4 M
Change per Capita:	19.6%
1996-97 Positions:	345
Change from 95-96:	22 FTE
Change per Capita:	6.1%

## EXPENDITURES



Note: Figures on this page include fund contingencies and reflect the full allocation of costs to direct service areas.

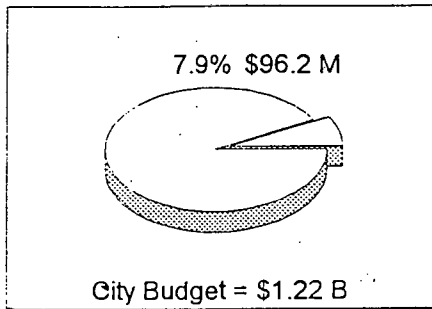
## HISTORICAL TRENDS



## SIGNIFICANT BUDGET ISSUES

- ◆ A well-functioning "development review process" as a continuing high priority for the city is reflected the Community Development service area budgets. Recommendations from the Development Review Team (DRT) for customer service, efficiency and productivity improvements in processing development reviews are included, such as new Buildings and Planning positions to assist citizens in navigating the development process and to respond to increasing demands. A Satellite Permit Center for residential permits and plan submittals is included for FY 97-98. 22 FTE have been added to the City's Community Development and Services effort. Most of these are related to the implementation of the DRT recommendations.
- ◆ Metro 2040 implementation funded: continued community planning; code amendment to encourage mixed-use high density development, and to demonstrate compliance with Interim Measures/ Framework Plan.
- ◆ During FY95-96 the Bureau of Housing and Community Development (BHCD) was a pilot bureau in the Comprehensive Organization Review and Evaluation (CORE) process. CORE plans set strategic direction for BHCD and the FY96-97 budget begins to implement CORE recommendations. In FY96-97, a 5% reduction in federal funds is assumed: some City housing programs are reduced; also General Funds are used for winter shelter services and domestic violence reduction programs which lost federal funds.
- ◆ In response to the Task Force on Neighborhood Involvement recommendations, the FY96-97 ONA budget includes increased resources to allow neighborhood associations to enhance citizen outreach, expand capability to respond to citizen and neighborhood concerns, and training on mediation and conflict resolution.

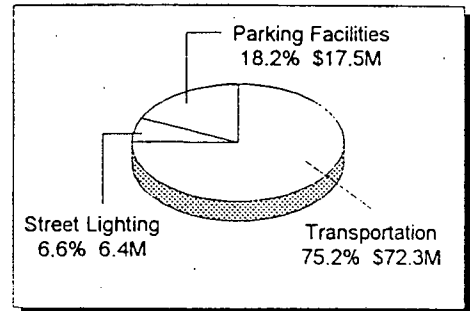
## PERCENT OF BUDGET



## BUDGET DATA

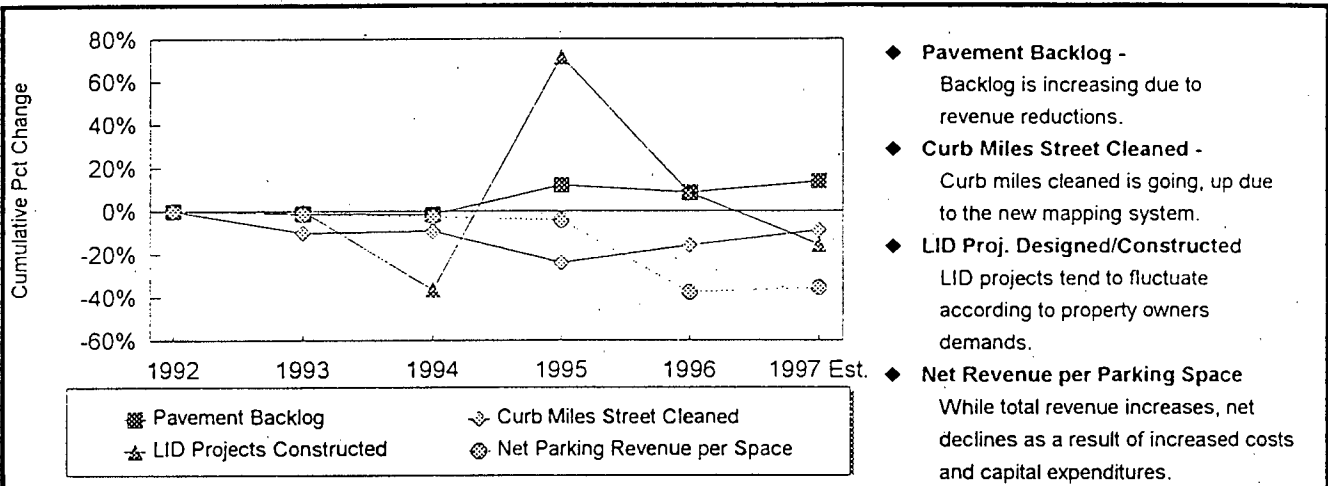
1996-97 Budget \$96.2 M  
 Change from 95-96: + \$6.6 M  
 Change per Capita: 6.6%  
 1996-97 Positions: 733  
 Change from 95-96: 0 FTE  
 Change per Capita: -0.7%

## EXPENDITURES



Note: Figures on this page include fund contingencies and reflect the full allocation of costs to direct service areas.

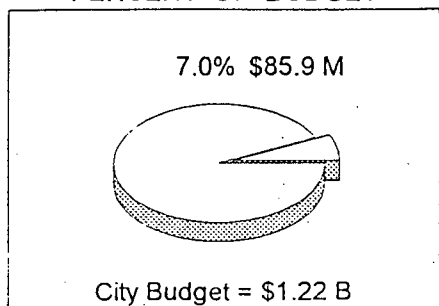
## HISTORICAL TRENDS



## SIGNIFICANT BUDGET ISSUES

- ◆ Gas tax revenues continue to fall behind the cost of inflation, and transportation revenues are not sufficient to support current service levels. PDOT faces revenue shortfalls over the next two years.
- ◆ The budget allocates \$220,000 from the General Fund and \$500,000 from the Autoport Fund to support current service levels - \$670,000 for street cleaning and \$50,000 for special event barricading. An additional \$250,000 from the General Fund creates a Development Response Fund to partner with the development community for transportation system improvements. The General Fund Financial Plan provides for the anticipated continuing transportation revenue shortfall with an additional \$1.9M set aside for FY 1997-98 to support Transportation projects and \$500,000 in tax increment dollars to support CIP projects.
- ◆ The FY 1996-97 Budget generally maintains the current service level while including a number of service reductions and efficiencies; the capital improvement program has been cut by \$72,000; traffic request responses have been cut by \$50,000; a traffic management outreach position has been cut saving \$63,000; a director's office CIP management position has been cut saving \$75,000; the parking patrol shift change will save \$200,000; and contracting out of recycling in Maintenance will save \$100,000.
- ◆ The recently completed Central City Public Parking Facilities Plan found a substantial and growing demand for short term parking in the downtown core. This shortage is partially addressed in the FY 1996-98 budget through the addition of two floors of parking to the 4th & Yamhill Garage.

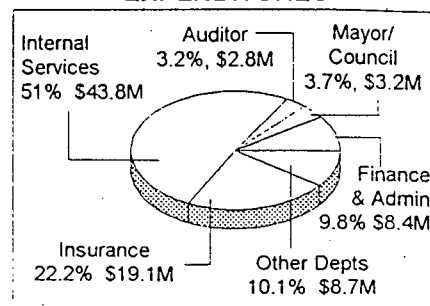
## PERCENT OF BUDGET



## BUDGET DATA

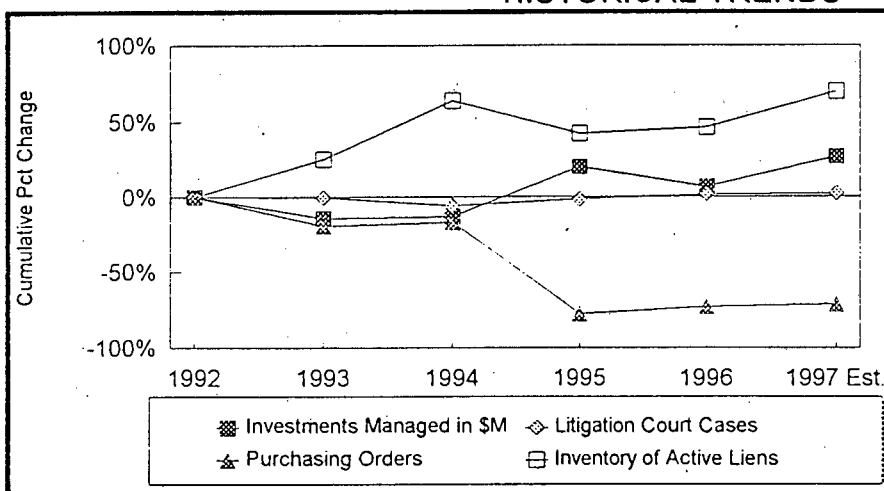
1996-97 Budget	\$85.9 M
Change from 95-96:	- \$12.3 M
Change per Capita:	-13.1%
1996-97 Positions:	515
Change from 95-96:	21 FTE
Change per Capita:	3.6%

## EXPENDITURES



Note: Figures on this page include fund contingencies and reflect the full allocation of costs to direct service areas.

## HISTORICAL TRENDS



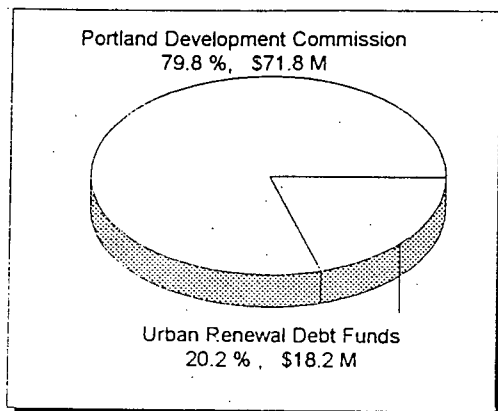
- # of Purchase Orders decreased in 1995 due to elimination of Municipal Stores Purchase Orders
- Litigation Court cases have remained relatively constant
- Investments Managed are increasing primarily due to Sewer Revenue Bonds
- Lien Assessment Accounts continue to decrease as mid county project winds down.

## SIGNIFICANT BUDGET ISSUES

- ◆ The overall drop of \$12.3 million is due to a lower level of fleet replacement and capital spending than in FY 1995-96; the 95-96 budget reflected a large fleet prior year carryover and Police precinct CIP costs.
- ◆ Twenty-one new positions were added for Legislative/Administrative & Support Services – 10 FTE to the Office of Finance and Administration, 2 FTE to the Bureau of General Services, 1 FTE to the Mayor's Office, and 4 FTE to the Auditors (for FPD&R and Assessment and Liens), 4 FTE to Purchases & Stores.
- ◆ A number of new capital improvement projects are included in the FY 96-98 budget. These include seismic reinforcement of the Portland Building, and security improvements to City-owned buildings.
- ◆ A newly formed program within the Office of Finance and Administration will assume responsibility for facilitating a City-Wide Technology Strategic Plan.
- ◆ The Treasury and Debt programs' merger in FY 95-96 provided an enhanced level of customer services. The Treasury's source of funding in FY 96-97 moves from primarily General Fund overhead to inter-agencies, freeing up significant General Fund discretionary resources.
- ◆ Government Relations will gear up its activities in FY 96-97 in preparation for the 1997 Legislation Session. The office will be sharing costs of a full-time temporary staff person and permanent office space with the City of Eugene.

# Portland Development Commission & Tax Increment Debt Funds

## PROGRAM AREA OVERVIEW



## BUDGET DATA

1996-97 Budget	\$90.0 M
Change from 95-96:	+ \$16.0 M
Change per Capita:	20.9%
1996-97 Positions:	125
Change from 95-96:	12 FTE
Change per Thousand:	9.6%

## SIGNIFICANT BUDGET ISSUES

- ◆ In FY 1996-98, the City's property tax revenues will not be affected by the Measure 5 property tax rate limit. There is enough capacity within the \$10 property tax rate limit to allow the City to levy an urban renewal collection to cover annual principal and interest payments and generate an additional \$5.9 million to \$8.4 million in revenues. These additional revenues will be used to pay indebtedness associated with new projects scheduled for existing urban renewal districts. The PDC budget assumes the higher estimate. The tax increment levy will be scaled back as necessary when final assessed value information is available.
- ◆ Portland Development Commission's budget is focused on specific target areas. The following shows the amounts budgeted for FY 1996-97, assuming the higher tax increment levy collection, in each target area. Housing, \$28.9 million; Business/Workforce Dev. , \$4.4 million; Airport Way, \$421,000; Central Eastside, \$3.1 million; Cully Killingsworth, \$1.2 million; Downtown, \$4.9 million; Inner Northeast, \$5.8 million; Lloyd District, \$570,000; N. Macadam/South Waterfront, \$940,000; Outer South-east, \$3.5 million; River District/Old Town, \$8.5 million; and Transit Station Areas, \$1.2 million.
- ◆ PDC's staffing has increased by 12 FTE. Project staff has been added for administration of the Housing Investment Fund, tax increment funded projects and the Quality Jobs Initiative/Target Industry programs. No Professional Services or Executive staff have been added.
- ◆ The Mayor's Proposed FY 1996-97 Budget includes the following allocations to PDC for FY 1996-97:

### General Fund Target Funding

Business Development	\$1,022,064
NE Workforce Center	\$109,895
Business Districts	\$55,382
Ec. Dev. Loan Program	<u>\$512,880</u>
	\$1,700,221

### Project Funding

River District/Union Station	\$2,554,504
<b>Add Packages</b>	
Quality Jobs Initiative	\$225,000
Target Industry Development	<u>\$130,000</u>
	\$355,000

- ◆ As per Council directions, PDC will manage the Housing Investment Fund, which will provide for \$24.6 million to be committed over the next two years. Actual cash flow requirement for FY 1996-97 is estimated at \$4.5 million. Also, funds have been allocated for the construction of the Men's Homeless Facility to be financed by the General Fund. PDC's FY 1996-97 Budget assumes a General Fund transfer for site acquisition costs.

# Budget Process

---

## Citizen Involvement in the Budget Process

In 1993, Council significantly expanded public outreach through the *Your City Your Choice* program at the initiation of the two year budget cycle. This highly successful program was repeated in the FY 96-98 budget process. *Your City Your Choice* has two major components - a scientific survey and a series of community forums. The survey was conducted in November to assess residents opinions about the City of Portland and the provision of city services. It included questions asked in the first study conducted in January 1994, as well as new ones. By repeating questions, baseline analysis was possible.

*Your City Your Choice* community forums were held in November and December, 1995 and provided the opportunity for 445 citizens to voice their opinions about the most important needs faced in their neighborhoods as well as the importance of various city services. Small group discussions were held between citizens, council members, and city service managers. The forums were rated as excellent opportunities for face to face interaction with City Council and bureau management.

In addition to *Your City Your Choice*, Mayor Vera Katz sponsored four public forums oriented around her administration's four "critical challenges". Those challenges are:

- Improve public safety
- Increase the standard of living through quality jobs
- Ensure our livability as a community
- Restore the public's trust and confidence in government.

The forums gave the Mayor and other city officials an opportunity to hear from selected experts and engage in focused discussion on these issues. The Mayor used these critical challenges as a tool to provide priorities and directions for budget decisions.

In addition to the *Your City Your Choice* public outreach process and the Mayor's critical challenge forums, other options exist for the public to actively participate in the budget process:

- **Budget Advisory Committees (BACs):** The committees are made up of appointed citizens who monitor bureau budgets and operations and identify issues for Council consideration.
- **Public Utilities Review Board (PURB).** The PURB, 15 appointed, citizens provide independent and representative customer review of water, sewer and solid waste financial plans and rates.
- **Annual Budget Hearings.** The Council holds several community budget hearings before the budget is approved where the public can testify on any topic. This year, the hearings will occur on May 4, May 6, and May 7. Also, public hearings are held as City Council formally adopts the budget. Call 823-5288 for times and locations.

The following chart outlines the basic budget process and its general time-line. In order to become more efficient and to encourage a long-range perspective, the City has converted its budget process to a two year cycle. The first year is the full budget process with expanded public outreach. The second year of the budget process is an abridged process in which Council deliberates and takes public testimony on modifications to the adopted two year budget.



# Budget Process

## MAJOR PHASES OF BUDGET PROCESS

<b>Planning &amp; Guidelines Bureau Budget Request</b>  <b>October-January</b>	<b>First Year of Bi-Annual Budget Council Review and Approval</b>  <b>January - April</b>	<b>First Year of Bi-Annual Budget Final Review and Adoption</b>  <b>May - June</b>	<b>Second Year of Bi-Annual Budget Review, Approval &amp; Adoption</b>  <b>March - June</b>
<ol style="list-style-type: none"> <li>1. Budget Manual distributed to Bureaus.</li> <li>2. Council holds budget planning session: <ul style="list-style-type: none"> <li>◆Develops goals and workplan.</li> <li>◆Reviews General Fund forecast and approves as the Financial Plan.</li> <li>◆Develops budget guidelines.</li> </ul> </li> <li>3. OF&amp;A calculates target allocations.</li> <li>4. Bureaus prepare budget requests.</li> <li>5. OF&amp;A reviews Bureau budget requests and prepares overviews.</li> </ol>	<ol style="list-style-type: none"> <li>1. Community Survey and community budget forums.</li> <li>2. Council reviews bureau budget requests.</li> <li>3. Council hears testimony from public, bureau budget advisory committees and Budget Advisory Committee.</li> <li>4. Council makes the allocation and policy decisions necessary to balance the budget</li> <li>5. OF&amp;A produces the Proposed Budget document.</li> <li>6. Council gives preliminary approval to budget.</li> </ol>	<ol style="list-style-type: none"> <li>1. Tax Supervising and Conservation Commission reviews the budget and holds public hearing.</li> <li>2. Council considers updated estimates and makes final decisions for the budget.</li> <li>3. Council adopts the budget.</li> </ol>	<ol style="list-style-type: none"> <li>1. Bureaus submit Budget modifications</li> <li>2. Proposed modified second year budget issued to Council.</li> <li>3. Public Hearings on modified second year budget.</li> <li>4. Proposed second year budget revised and approved by Council.</li> <li>5. Tax Supervising and Conservation Commission reviews budget.</li> <li>6. Council adopts the modified second year budget.</li> </ol>

## Council Goals

---

*City Council met in a day long planning session in November 1995 to set preliminary vision goals for the next two years. These goals were discussed in the community at eight public forums held in November and December. Community input was also collected by means of a scientific survey. Council met again in mid December 1995 to approve the follow vision goals. The goals are listed by the Mayor's Critical Challenge areas.*

### Livable Future

- ☐ Build a Livable City Through Good Planning and Well-Managed Growth
- ☐ Ensure Decent, Affordable Housing
- ☐ Promote Healthy Families and Children
- ☐ Support Quality Education to Produce Well Educated Citizens

### Confidence in Government

- ☐ Build a Sense of Community by Promoting Citizen Participation, Connectedness and Partnerships.
- ☐ Continuously Improve the Delivery of Quality Public Services
- ☐ Maintain a Financially Stable City

### Quality Jobs

- ☐ Promote Economic Vitality and Access to Quality Jobs for all Citizens

### Public Safety

- ☐ Ensure a Safe, Peaceful Community

	CITY RESOURCE	COUNTY REQUIREMENT	ANALYST
<b>CONTRACTS PAID BY THE COUNTY TO THE CITY</b>			
Project Manager Services BGS	38,325		Mark
Mentally Retarded Developmentally Disabled Program to Parks Bureau for Activity Centers	44,000		Larry
Cable Regulation Services	33,044		Larry
Communication 800 Mgz	131,580		Mark
Accounting Data Entry Services	4,000		Ann
PPS/MCSO/ID Tech Contract	210,000		Ruth
BOEC Payment - Emergency Communication Fund	381,812		Ruth
PPD/DA Contract	18,300		Ruth
Portland Building Rent	607,813		Mark
Portland's Share of Gas Taxes	15,462,024		Mindy
Metropolitan Arts Commission	267,059		Carol
Metropolitan Human Relations Commission	103,202		Ann
PMCOA	78,695		Mark
Printing/Distribution Services	104,662		Mark
<b>TOTAL REVENUE</b>	<b>17,484,516</b>		

**CONTRACTS PAID BY THE CITY TO THE COUNTY**

COUNTY RESOURCE	CITY REQUIREMENT	ANALYST
City Water Bureau Health Protection Division/Health Services (Bacteria Testing)	13,000	Bernice
District Attorney - Holladay District	50,000	Ruth
Refuse Disposal Nuisance Abatement	14,400	Mona
Mid-County private plumbing low-income loans	57,229	Mona
Justice Center Shared Expenses	677,500	Mark
East Precinct	137,455	Mark
Cost Sharing Aging Services - Parks	339,000	Larry
Alternative Community Service	100,000	Larry
Emergency Services BHCD	73,491	Carol
Regional Drug Initiative	373,792	Carol
Juvenile Justice Division BHCD	209,456	Carol
Youth Shelter - BHCD	98,426	Carol
CMI Project - BHCD	62,327	Carol
Youth Center Services BHCD	191,000	Carol
Stop Program BHCD	100,000	Carol
Council for Prostitution Alternatives BHCD	100,032	Carol
Reloc & Moving Assistance BHCD	27,300	Carol
Clearing House BHCD	91,000	Carol
IGA -CHAS BHCD	83,000	Carol
Various CDBG Homeless Programs BHCD	504,830	Carol
Sewer Project BHCD	323,000	Carol
Home Program BHCD	246,348	Carol
Block by Block Weatherization	108,000	Ann
Storm Sewer permit application	40,000	Mona
<b>TOTAL EXPENSE</b>	<b>4,020,586</b>	

## Budget Message

### Adopted Budget 1996-97

The 1996-97 adopted budget allocates the resources necessary for Troutdale to make meaningful progress toward a number of important objectives that will shape the character of the City for many years to come.

The City's investment in the revitalization of downtown continues with several projects. The long - awaited commercial development moves forward as a result of the Council's decision to participate by paying for a public parking lot to be constructed in conjunction with the recently approved Town Center project. In the adopted budget, funds are allocated for the improvement of the Town Square. The plans for the Town Square were crafted with extensive input from the Downtown Task Force and the Parks Advisory Committee. A Transportation Growth Management Grant was awarded to complete a study over the next year aimed at reviewing downtown development patterns and recommending new standards and incentives.

The City Council adopted a Parks, Recreation, and Greenways Plan in November 1995. The adopted budget provides the funds to implement significant components of the plan. This includes establishing a full time recreation program, more park land acquisition, and improvements at the Columbia Park and Sunrise Community Parks, Greenways, the Harlow House, and the C.P., Weedin, Kiku, Allhaus, Sandee Palisades, and Lewellyn neighborhood parks. The park plan defines the need and furnishes the justification for increasing the parks system development charges. Proposed changes will be forwarded to City Council for action in 1996.

The revised Public Works Capital Improvement Plan was approved by City Council in July 1995. The budget earmarks money for infrastructure improvements identified in the plan. Included in the year's budget are; water line extensions and improvements in the Cherry Ridge and Sandy Avenue areas, undergrounding Cherry Park Road utilities, the Marine Drive Storm Sewer Project, Beaver Creek storm water gauging station, improvement of S.W. Kendall and Second Streets, and construction of a sidewalk from Kibling Avenue to the Glenn Otto Community Park. Over the next year the City Council will face a major question when deciding to either expand the existing waste water treatment plant or construct a new facility on land North of the Interstate 84.

In the adopted budget, the City continues its support for the Chamber of Commerce and Edgefield Station Incorporated by contributing a portion of the Hotel/Motel Tax receipts to these organizations.

The expenditures in the adopted budget also allow the City to meet the increasing demands for service in our rapidly growing community. Additional employee positions were approved, examples are; Associate Planner, Parks Recreation Coordinator, and Parks Project Supervisor.

The Police Department's objective for the upcoming year is to become more pro-active. To help reach that goal a Lieutenant's position has been added reorganizing the command structure to allow the Sergeants more time for field supervision and citizen contacts. In May the City Council approved a collective bargaining contract with the Troutdale Police Officers Association. The agreement is in effect through June 30, 1999.

The City's current fiscal condition is sound. However, some projected trends are not favorable. The City Council set a goal for the upcoming year to develop a long term financial strategy that establishes principles and policies to effectively manage the City's financial resources. This is a crucial step to make certain that the progress Troutdale makes today is not lost tomorrow. In the upcoming year, staff will also work toward developing a performance measurement system to ensure accountability for outcomes and to furnish relevant, useful information to decision makers.

The budget has been prepared in accordance with the State of Oregon Local Budget Law and Government Accounting and Financial Reporting Standards. The budget is organized and presented by fund type. Preceding each section is a descriptive narrative, also included are graphics displaying employee per population and expenditure per population ratios. Following this budget message is a summary of requirements and resources and a budget overview prepared by the finance director.

In closing, I would like to thank the Budget Committee for your willingness to serve the community and the City Staff for their ongoing commitment and diligence.

Erik V. Kvarsten

City Administrator

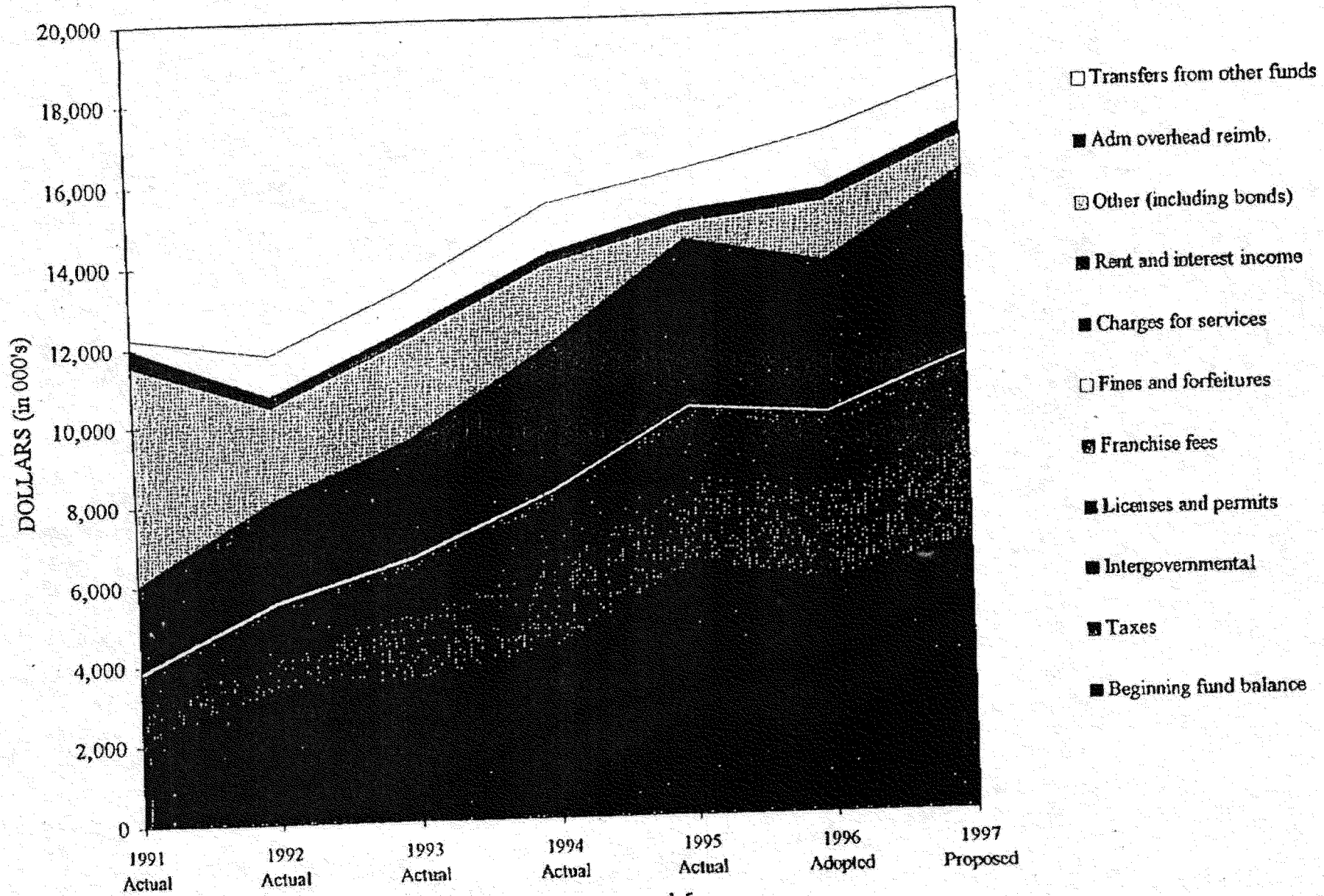
## **CITY COUNCIL GOALS 1996-97**

The City Council tentatively established the following goals during a work session on March 21st.

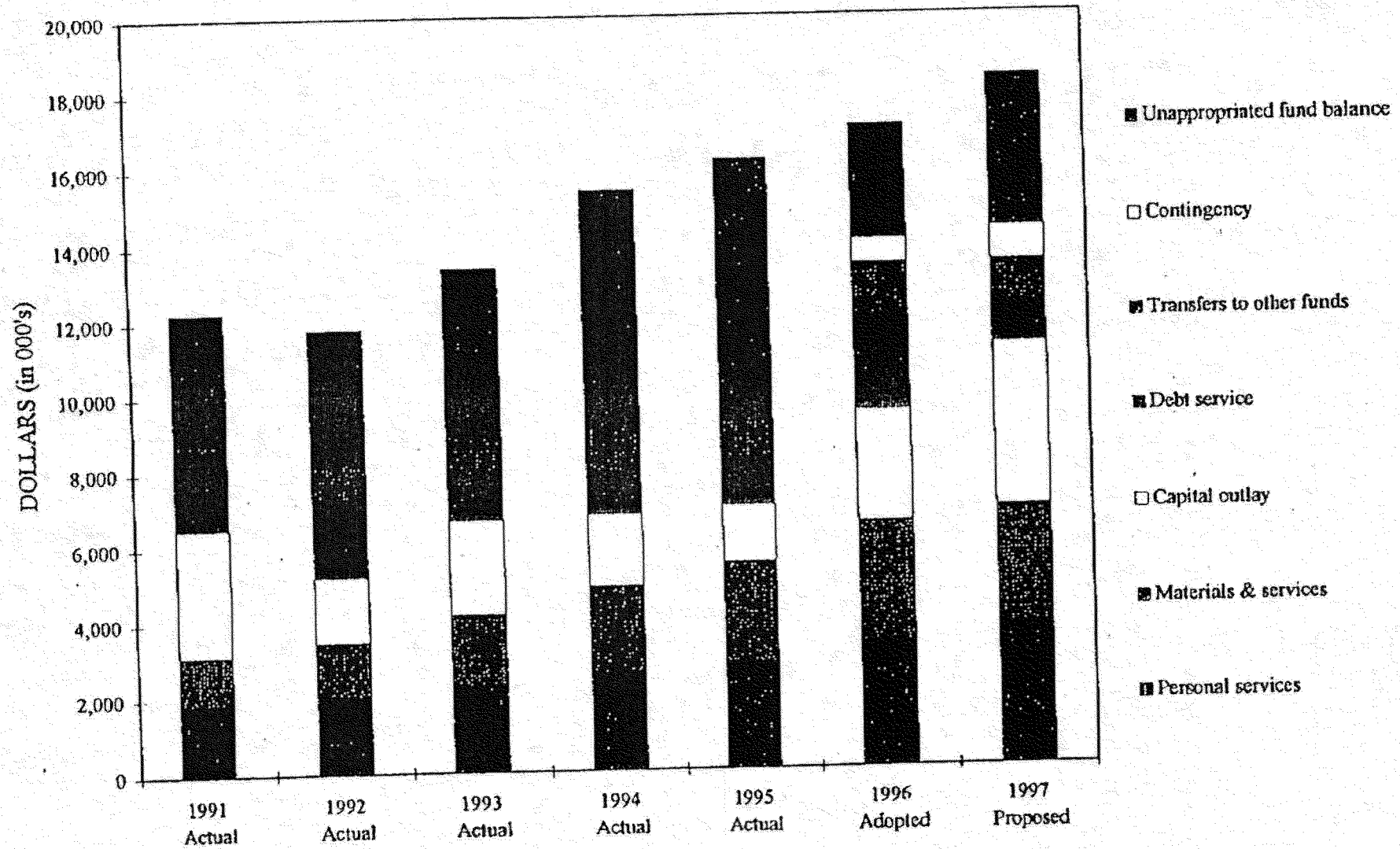
- ◆ Develop long term financial strategy:  
Analyze operations and capital needs at two year increments until build out and evaluate revenue projections and options.
- ◆ Sewer Treatment Plant;  
(Select one of the two remaining options from the Sewage Treatment Plant Alternatives Study)
- ◆ Continue support of Edgefield Station Property within City's capability.
- ◆ Clarify and communicate the City's position on several regional issues.  
ie, Metro's 2040 Plan.
- ◆ Select alternative from the space needs study.



CITY OF TROUTDALE  
RESOURCES  
JUNE 30,



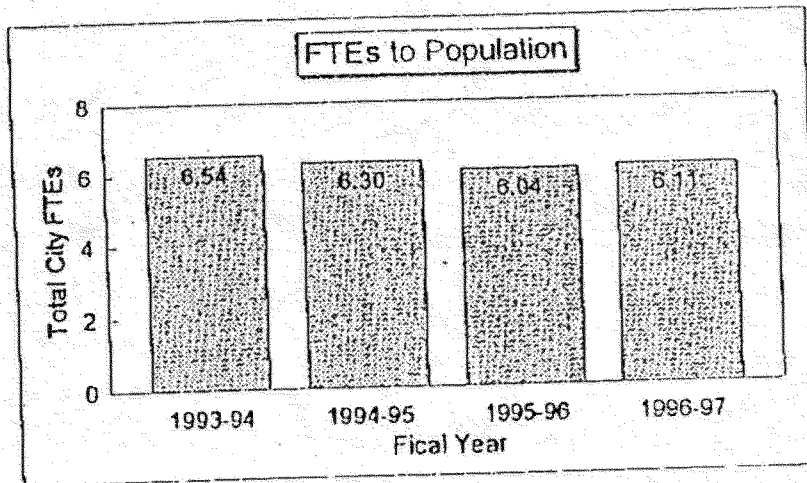
CITY OF TROUTDALE  
EXPENDITURES  
JUNE 30,



## TOTAL FULL TIME EQUIVALENT (FTE) POSITIONS PER CAPITA

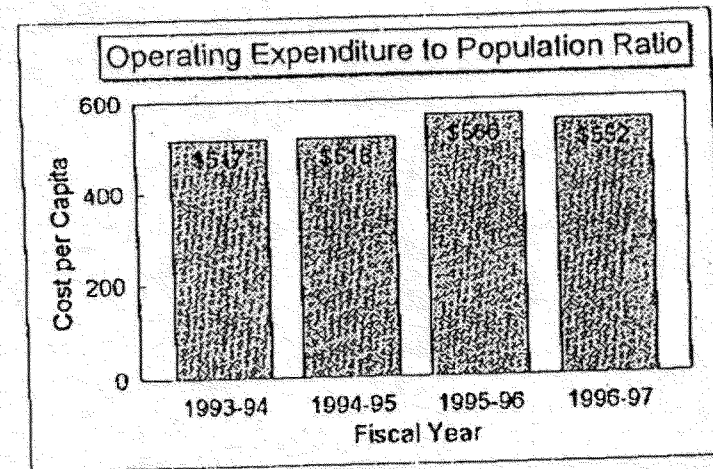
TOTAL CITY FTE TO POPULATION RATIO

Fiscal Year	Population	Number of FTEs	FTEs/1000 Residents
1993-94	9,410	61.58	6.54
1994-95	10,495	66.17	6.30
1995-96	11,450	69.12	6.04
1996-97	12,400	75.80	6.11



TOTAL OPERATING EXPENDITURES TO POPULATION RATIO

Fiscal Year	Population	Total Operating Expenditures	Cost Per Capita
1993-94	9,410	\$4,864,445	\$517
1994-95	10,495	\$5,438,149	\$518
1995-96	11,450	\$6,475,525	\$566
1996-97	12,400	\$6,846,280	\$552



Note: Operating expenditures include personal services and materials & services only.

## Overview

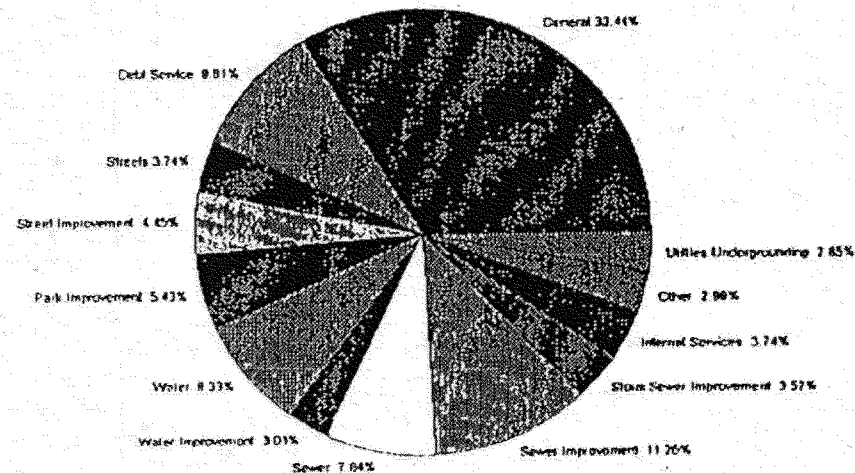
The Proposed Budget for FY 1996-97 totals \$18,301,935 for all funds. Overall, the ensuing fiscal year budget is an increase of \$1,257,813 or 7.38% over the FY 1995-96 Adopted Budget of \$17,044,122. While most City funds reflect higher proposed expenditures, the overall increase between fiscal years is primarily due to a 14.8% increase in Personal Services attributable to proposed staffing (FTE) increases and salary adjustments as a result of collective bargaining; and a 47.3% increase in budgeted capital expenditures for infrastructive, specifically, wastewater treatment plant projects, storm sewer, utilities undergrounding, street improvement projects and land acquisition for parks as well as parks improvement projects.

Lastly, the growth in unappropriated fund balances in the water and sewer utilities funds, Water Improvement Fund, Sewer Improvement Fund and the Street Improvement Fund accounts for a significant portion of the Proposed Budget.

The proposed budgeted requirements of \$18,301,935 is supported by eighteen separate city funds. The accompanying charts detail the proportionate share of each fund to total requirements; i.e., the debt services funds account for \$1,758,739 or 9.61% of the Proposed Budget. Total requirements include unappropriated fund balances.

### ALL FUNDS

FUNDS	PROPOSED BUDGET FY 1996-97	PERCENT OF REQUIREMENTS ALL FUNDS TO TOTAL BUDGET
General	5,118,851	28.44%
Debt Service	1,758,739	9.61%
Streets	584,957	3.74%
Street Improvement	815,000	4.45%
Park Improvement	934,450	5.43%
Water	1,524,600	8.33%
Water Improvement	560,000	3.01%
Sewer	1,398,700	7.64%
Sewer Improvement	2,080,000	11.26%
Storm Sewer Improvement	645,000	3.52%
Internal Services	604,700	3.74%
Other	546,410	2.98%
Utilities Undergrounding	521,600	2.85%
<b>TOTAL PROPOSED REQUIREMENT</b>	<b>18,301,935</b>	<b>100.00%</b>



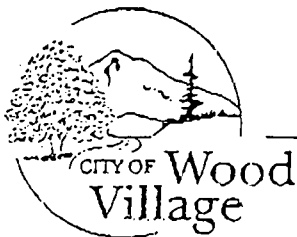
# **CITY OF TROUTDALE**

## **INTERGOVERNMENTAL AGREEMENTS / CONTRACTS**

---

---

GRESHAM .....	FIRE SERVICES MUTUAL ASST. - LAW ENFORCEMENT S.E.R.T. TEAM
FAIRVIEW .....	BUILDING INSPECTIONS MUTUAL ASST. - LAW ENFORCEMENT.
WOODVILLAGE .....	BUILDING INSPECTIONS
PORTLAND .....	EMERGENCY COMMUNICATIONS SERVICES POLICE TRAINING
MULTNOMAH COUNTY .....	ROAD MAINTENANCE VARIOUS STREET PROJECTS UNDERGROUNDING UTILITIES SPECIAL INVESTIGATIONS - SHERIFF FAMILY VIOLENCE EMERGENCY MEDICAL SERVICES SHOP REPAIR MUTUAL ASST. - LAW ENFORCEMENT
MULTI-JURISDICTIONAL .....	MT. HOOD PARKWAY EMERGENCY MANAGEMENT REGIONAL WATER SUPPLY PLAN, PHASE II
OTHER .....	METRO / NATURAL AREA AQUISITION SANDY DRAINAGE DISTRICT / DRAINAGE O.D.O.T. / 257TH GRANT O.D.O.T. / TOWN CENTER GRANT CITY OF SANDY / BUILDING INSPECTIONS



*Mayer*

Donald L. Robertson

*Council President*

William J. Stewart

*Councillors*

Timothy R. Fier

Janet Van de Riet

Steven D. Rodrigues

## 1996-97 BUDGET MESSAGE

June 13, 1996

(Revised to reflect City Council adoption)

In accordance with the State Budget Law, the City annually presents a budget setting forth the anticipated receipts and expenditures for the coming fiscal year.

The City Council appoints a Budget Officer who prepares the budget document for consideration by the Budget Committee. The Budget Committee consists of the City Council members and an equal number of citizens of the City of Wood Village.

Since the City Council opted not to take the allowable 6% increase in the City's tax base, this year's tax levy is \$370,929 (the same as 1995-96.)

The actual 1996-97 millage rate will be computed on the City's assessed valuation on 7/1/96 as determined by the County Assessor's office. As per the Division of Assessment & Taxation's March 1, 1996 Interim Value Trend Report, projected real market value of property within the City for July, 1, 1996 is \$116,210,400 (as compared to July 1, 1995 value of \$109,656,000). Based on this 6% projected increase in value, millage rate comparison is as follows:

### RATE PER \$1,000 VALUATION:

<u>Actual</u> <u>1995-96</u>	<u>Projected</u> <u>1996-97</u>
\$3.3830	\$3.3191

City of Wood Village

City of Wood Village  
 Budget Message  
 April 23, 1996  
 Page -2-

There is no longer any Bonded Debt levy included in the budget; the Series 1-1968 Water Improvement bond issue was retired during fiscal year 1992-93.

The Improvement Bond Sinking Fund accounts for:

- 1) Receipts of Local Improvement District assessment principal and interest payments (Sandy Blvd. Water Line, Wood Village Industrial Park and Glisan Street Water Line).
- 2) Payments to the Water Fund for principal and interest on Bond Series 1-1992 issued by the City for reimbursement of Water Improvement Construction Fund monies spent on the Sandy Blvd. Water Line project.
- 3) Payments to appropriate bank of principal and interest on bonds issued for the Wood Village Industrial Park and the Glisan Street Water Line Local Improvement Districts.

Proposed budget resources (excluding Inter-fund Transfers) include:

Property Taxes	8.14%	Mult. Co. Bus.Inc.Tax	2.03%
Motel Taxes	.88%	State Shared Revenue	.20%
License & Permit Fees	2.27%	Planning Grant	.23%
911 Tax	.18%	Metro Green Spaces	2.89%
Intergov. Revenues:		Water and Sewer User Fees	10.99%
Liquor Tax	.47%	Miscellaneous	.07%
Cigarette Tax	.18%	Interest on Investments	2.57%
Gas Tax	3.04%	Beginning Fund Balance	62.07%
CDBG	3.79%		

The organizational units of budget expenditures and percentage of total budget (excluding Inter-fund Transfers) for each unit are as follows:

	<u>1993-94</u>	<u>1994-95</u>	<u>1995-96</u>	<u>1996-97</u>
Personal Services	13.06%	11.65%	8.08%	8.30%
Materials & Services	25.46%	23.44%	15.49%	14.27%
Capital Outlay	29.28%	28.50%	30.00%	36.20%
Debt Service	---	---	10.71%	1.84%
Contingencies	12.48%	12.00%	7.42%	8.18%
Unappr. End.Fnd.Bal.	<u>19.72%</u>	<u>24.41%</u>	<u>28.30%</u>	<u>31.21%</u>
	100.0%	100.00%	100.00%	100.00%
 TOTAL BUDGET	 \$2,912,644	 \$2,953,649	 \$4,283,118	 \$5,029,703

**PERSONAL SERVICES:**

Personal Services includes salaries plus benefits budgeted for all regular and temporary employees. A projected 5% increase in Blue Cross medical insurance premiums and an 11.6% decrease in vision insurance premiums is included in the amount budgeted.

**MATERIALS & SERVICES:**

**GENERAL FUND**

In the General Fund, gross income of \$18,750 is budgeted as a resource from Building Permits. The \$15,000 expenditure budgeted for Building Inspection represents the estimated amount to be paid to the City of Troutdale for building inspection services as per contractual agreement. The \$3,750 difference is the estimated amount to be retained by the City of Wood Village for overhead/administrative costs of issuing building permits.

Police Services in the Administration Department of the General Fund is for law enforcement and additional police patrol service under contract with Multnomah County Sheriff's Office according to an agreement originally entered into in August of 1986 and subject to annual renewal upon mutual agreement.

The line item, BOEC-Police/Med., is the City of Wood Village's charges from the Bureau of Emergency Communications for emergency police and medical call-taking/dispatch services. This expense is partially offset by 911 Tax revenue which the City receives directly.

The proposed amount for the Legal line item in the Administration Department includes \$ 8,500, the balance on an Ordinance Codification project which was started in FY 1994-95 and should be completed during fiscal year 1996-97.

**STREET FUND**

Items covered under the Maintenance and Operations line item in the Street Fund are street sweeping, street patching and crack-sealing, stormline maintenance and cleaning.

**WATER FUND**

The amount budgeted for Maintenance and Operations in the Water Fund includes costs for water sampling/testing, pumps maintenance, replacement water meters and water line repair parts.



## **SEWER FUND**

The proposed amount for Maintenance and Operations in the Sewer Fund includes expenditures for routine sewer line cleaning, TV scanning of sewer lines, sealing/grouting manholes, lift station pump/telemetry system maintenance, smoke testing for detection of inflow and infiltration.

### **CAPITAL OUTLAY:**

Expenditure amounts proposed for Equipment and Improvements in the General, Street, Water and Sewer Funds are listed on the "Detailed Schedule of Capital Outlay" (page -18- of the budget document). Included on this schedule are items &/or projects recommended in the Capital Improvement Plan which was adopted February 14, 1996.

The 238th/I-84 Sewer Project and the 238th/I-84 Water Line Replacement are necessary because of ODOT's I-84 reconstruction project through Wood Village which is expected to begin in the 1996-97 fiscal year.

### **TRANSFERS:**

The transfers to General Fund from the Water, Sewer and Street Funds are reimbursements for personal service expenses paid out of General Fund. The amounts are computed according to an allocation formula based on estimated percentage of staff work hours attributable to each fund.

The transfer from the General Fund to the Sewer Fund of \$9,000 represents the projected receipts of State Shared Revenue which had formerly been transferred to the Water Fund.



---

Donald L. Robertson  
Mayor, City of Wood Village

## FAIRVIEW

*City of Wood Village  
agreements with other  
jurisdictions*

1. Sewage transmission agreement with Fairview.
2. Reciprocal Agreement with Fairview: snowplowing/sanding
3. Waterline intertie with Fairview (No formal agreement, just a letter)

## TROUTDALE

1. Building Inspection Services
2. Waterline intertie with Troutdale (No formal agreement, just a letter)

## GRESHAM

1. East County Mediation Program
2. Sewage Treatment & Pretreatment Program
3. Solid Waste Collection Rate Review & Recycling Program
4. Fire Service

## MULTNOMAH COUNTY SHERIFF'S OFFICE

1. Police Service

## MULTNOMAH COUNTY

1. Street Maintenance

## METRO

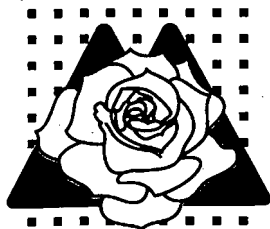
1. Waste Reduction Program

## JOINT WITH OTHER CITIES

1. Emergency Cooperative Services agreement (Loaning equipment/personnel in times of need)(Gr.Fvw.Tdle.,Mult.Co.,WV.)
2. Consolidated Cable Communications Commission (PDX,Gr,Tdle,Fvw,Mult.Co.,M.Pk.,WV)
3. Community Development Block Grant Program (Tdle,Fr,M.Pk.,Mult.Co.,WV)
4. Alarm Ordinance Administration (PDX,Gr,Tdle,Fr,M.Pk.,Mult.Co.,WV)

ALL OTHER AGREEMENTS HAVE TO DO WITH SPECIFIC PROJECTS OR FINANCIAL ASSISTANCE SUCH AS GRANTS AND THE GREENSPACES BOND MEASURE.

*July, 1996*



## MEMORANDUM

BOARD OF  
COUNTY COMMISSIONERS  
96 AUG - 8 PM 3:48  
MULTNOMAH COUNTY  
OREGON

### Portland Multnomah Progress Board

1220 S.W. Fifth Avenue  
Rm. 310  
Portland, Oregon 97204  
(503) 823-6990  
(503) 823-6994 FAX

DATE: August 7, 1996  
TO: City of Portland Commissioners  
Multnomah County Commissioners  
FROM: Pamela H. Wev  
Manager  
SUBJECT: 1996 Benchmarks Annual Report  
Where to from here?

Prior to the joint City-County meeting on Tuesday, August 13, I would like to share some thoughts with you concerning the benchmarks experience.

#### Board Members

Vera Katz, Co-Chair  
Beverly Stein, Co-Chair  
John Bierwirth  
J.E. "Bud" Clark  
Sho Dozono  
Barbara Karmell  
Dave Lohman  
Dan Moriarty  
Lawrence Norvell  
Mary Zoe Petersen  
Judith Ramaley  
Luther Sturtevant  
Sharon Wylie  
Duncan Wyse

#### Staff

Pamela H. Wev  
Project Manager  
Kathleen A. Harris  
Senior Policy Analyst

#### Lessons of the first two years...

When the staff for the Progress Board was hired two years ago, we were given the mandate to "take the benchmarks to the community". We were to take the message of results-oriented programs to public and private organizations. We were then to ask them to "sign on" to the achievement of one or more benchmark.

Two things became immediately clear: First, we had much work to do in getting the data for the benchmarks. Until we could report on the status and trends of each benchmark, we could not have a meaningful discussion about them. Second, those whom we asked to partner with us in the achievement of the benchmarks asked what the city and county (as the Progress Board's sponsors) were doing to address the benchmarks.

We have spent the past two years addressing these issues. We now have information on 75% of the benchmarks, and feel the remainder is achievable this year. We have worked closely with the City and County to advocate the use of benchmarks and performance measures, and to improve the information on which decisions are made.

We concentrated on the benchmark clusters that were most directly related to local government: governance, public safety, and education. The 1996 Benchmarks Report reflects our work in these areas. Now we are ready to tackle the others: children and families, the economy, health, and quality of life.

#### Benchmarks are hard work...

Benchmarks, and the results-based philosophy they represent, are sometimes a difficult concept for people to understand. Careful training and time are required to help managers and others to adapt this new concept to individual programs. This must be done in the context of overall quality improvement, especially where individuals feel threatened by accountability.

Benchmarks often pose more questions than they immediately answer. Seldom can a complex issue of public policy be explained in one simple benchmark. The benchmark must be accompanied by trend and contextual analysis.

I encourage you to review pages 14 through 16 of the Annual Report for our most current thoughts on the state of the art. Next Tuesday we will present to you the statistical format that we intend to use in the coming year.

#### Where do we go from here?

The benchmarks are proving to be like democracy...they are not perfect, but they are the best thing we have right now. We are ready to move to the next phase: better analysis of information we have, a clearer understanding of information we need, and a diagram of the system in which the benchmark operates, so that we can assess interrelationships among parts of the system.

This effort might look similar to the Portland Future Focus work, but with a more detailed understanding of the systems at work in our community. That would enable us to move on to developing strategies for the achievement of the benchmarks, naming those accountable and encouraging partners in the effort, much as Future Focus did.

We have mapped out an ambitious program to move toward that capability this year. Enclosed is our program for creating Benchmarks Advisory Groups which will continue to refine the data and analysis for each benchmark as well as to formulate an agenda for its accomplishment. Each group is likely to focus on different steps of this agenda, as much of the preliminary work has been done for some benchmark clusters.

Rather than create an Advisory Group for Public Safety and Children and Families, we will partner with the Local Public Safety Coordinating Council and the Multnomah Commission on Children and Families, respectively, to assist us with those benchmarks. We will also create a new group to partner with the Healthy Communities Initiative to refine benchmarks relating to health.

We will also experiment with different types of benchmark reporting. Our brochure (the short version of the 1996 Annual Report) was very well received, especially by the press. We are considering doing special reports on some benchmark clusters in a brochure format. We are also exploring a format for reporting economic information at the county, city and neighborhood levels on a regular basis.

#### How can the benchmarks be made more relevant to your work?

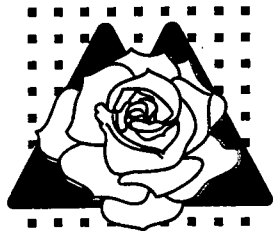
Right now, the most important goal of the Progress Board is to provide decision makers - Progress Board members and their colleagues in the community, including YOU - with the best understanding possible of conditions in their community. We believe we are in a unique position to report conditions in an unbiased, responsible way that can be useful to you.

The questions for your discussion on Tuesday are:

**What role would you like to have in our work in the coming year?**

**How can benchmarks reporting be made more useful to you?**

**How can the benchmarks help you to be a better decision maker?**



## PORTLAND MULTNOMAH PROGRESS BOARD

### Benchmarks Advisory Groups

Fall 1996

#### **Portland Multnomah Progress Board**

1220 S.W. Fifth Avenue  
Rm. 310  
Portland, Oregon 97204  
(503) 823-6990  
(503) 823-6994 FAX

#### **Board Members**

Vera Katz, Co-Chair  
Beverly Stein, Co-Chair  
John Bierwirth  
J.E. "Bud" Clark  
Sho Dozono  
Barbara Karmell  
Dave Lohman  
Dan Moriarty  
Lawrence Norvell  
Mary Zoe Petersen  
Judith Ramaley  
Luther Sturtevant  
Sharon Wylie  
Duncan Wyse

#### **Staff**

Pamela H. Wev  
Project Manager

Kathleen A. Harris  
Senior Policy Analyst

#### **Proposal:**

To establish advisory groups to provide input to the Board's review, reporting, and agenda setting for the benchmarks.

#### **Subject Areas:**

Data  
Economics  
Education  
Governance  
Health  
Quality of Life  
(Children and Families)  
(Public Safety)

#### **Leadership:**

Two to three Progress Board members will lead each group.

#### **Membership:**

Ten to twenty advisors on each group.

#### **Staff:**

Progress Board staff  
Partners' staff  
Progress Board Fellow  
Paid consultant, where needed

#### **Agenda:**

1. Review and refine current benchmarks
2. Refine benchmarks data and analyses
3. Evaluate trends
4. Establish targets, where feasible
5. Develop research agenda
6. Formulate action agenda
7. Name responsible parties
8. Consider publishing cluster report
9. Special projects
10. Seek linkages with other clusters

#### **Priority Clusters:**

Data  
Economics  
Quality of Life  
Health  
(Children and Families)

#### **Continuation Clusters:**

Education  
Governance  
(Public Safety)

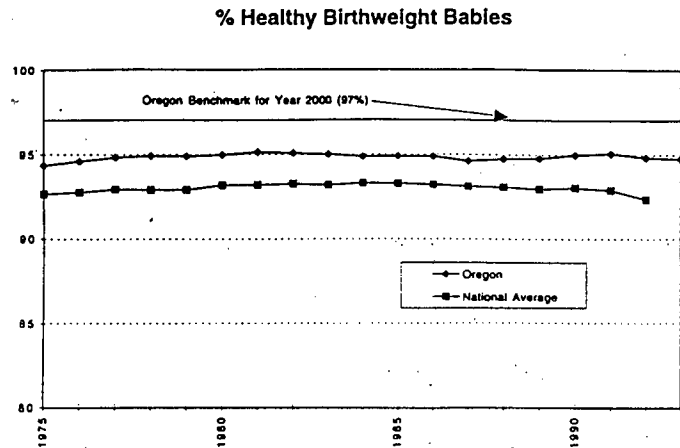
Cluster Group	Special Projects	Partners
Data	Continuous Measurement Project. City-County Data Directory. Small area data collection.	PSU Center for Population Research & Census Oregon Option US Census
Economy	Small business data collection. Oregon Shines II. Research trends. Partnership to produce periodic economic data for public sector use.	PDC PSU U of O OSU
Education	Take the benchmarks to all school districts in the County.  Special Report on education benchmarks in MC districts.	MESD
Governance	Report to small cities on benchmarks. Take performance measurement training to all 38 TSCC entities (perhaps in a conference setting)	Tax Supervising and Conservation Commission
Health	Refine and trend benchmarks on health	MC Health OHSIC Healthy Communities Project
Quality of Life	Prepare Benchmarks for 2040 Plan.	Metro Sustainability Commission Mayor's Growth Mgt. Com. County/City Planning Com.
Children and Families	No group.  Partner with MCCCCF: Refine benchmarks data. Trends. Publish a report on the status of children, with United Way???????	MCCCCF United Way Children First
Public Safety	No group.  Partner with LPSCC: Publish report on PS in MC.	Local Public Safety Coordinating Council

# WHY WON'T OREGON REACH THE BENCHMARK FOR LOW BIRTHWEIGHT BABIES?

## FINDINGS<sup>1</sup>

- The inclusion of the child and family benchmarks has called attention to some important factors affecting the health of Oregon. However, Oregon will probably not reach the benchmark (#10) of 97% healthy birthweight babies by 2000 and 98% by 2010 because:

- Oregon's rate of 95% is already above the national average of 93%;
- Oregon's rate has been stable for the last two decades;
- It is harder to squeeze out the last 5% from anything.



- While we confirmed a higher incidence of low birthweight babies in some groups, we could not identify any powerful "policy levers" to pull.
- Also, the relationships among risk factors (e.g., the benchmarks for teen pregnancy, smoking, drinking, inadequate prenatal care) and healthy birth outcomes are weak.
- **Even if there had been *no* teenage pregnancies, if *none* of the adult mothers had smoked or drank, and if *all* had received adequate care, Oregon's rate of healthy birthweight babies would have only reached 96%.**
- Other risk factors include low SES, physical or psychological abuse during pregnancy, time since last pregnancy, mother's medical history, and first-born versus subsequent births.

## RECOMMENDATIONS

- ***Continue cost-effective programs.*** Efforts to reduce poor birth outcomes are important because the costs to the child, the parents, and society are high.
- ***Reexamine the benchmarks.*** The Progress Board should reexamine the child cluster benchmarks with the assistance of public health experts. It might be useful to keep the current targets for the years 2000 and 2010 for low birthweight babies as desirable indicators of a healthier society. However, it should be recognized that **we do not presently know of any policy path that would achieve the 97% target.**

Associate Professor Gerald R. Kissler  
Planning, Public Policy & Management  
University of Oregon  
March 1996

<sup>1</sup>Students in Applied Research Methods at the University of Oregon analyzed the Birth Records File for all babies born from 1991 to 1994. We want to thank Joyce Grant-Worley and Lauren Spitz in the Oregon Health Division, Center for Health Statistics for their technical assistance but they are *not* responsible for our findings or conclusions.

## 1996 November Ballot Measures

Measures 26-31 have been referred to the ballot by the Legislature. Measures 33-48 are proposals initiated by voters. Measure 32 was enacted by the Legislature, but has been referred to the ballot by voters. Once adopted, constitutional proposals can only be altered by another vote of the people, while statutory changes can be changed by legislative action. Either can be challenged in court.

**Measure 26 - Principles of Corrections - Constitutional - *Replaces the current principles of reform and rehabilitation of a criminal with the principles of protection of society, personal accountability, responsibility for one's actions, and reformation.***

**YES:** The primary purpose of isolating criminals in prison should be recognized as protection of society. Reformation can not begin until criminals accept responsibility for their own behavior and hold themselves accountable. To put reform first fosters the mentality of the criminal as a victim of society, which hinders reform.

**NO:** Oregon's laws should recognize the positive belief that people are capable of learning from their mistakes and that people can in fact become productive members of society once again. Establishing punitive principles may bring short-term satisfaction and but it makes for long-term failure.

**Measure 27 - Administrative Rule Review - Constitutional - *Requires legislative review of all new state agency administrative rules. The Legislature will also have an oversight committee with authority to review any existing rule at the request of an affected party and to nullify that rule until the full Legislature can review it.***

**YES:** Under the constitution, law is made by elected representatives of the people in the Legislature. Tens of thousands of administrative rules written by state agencies have the power of law, however, with no direct review by the Legislature. This measure would return the rightful law-making power to the people and their elected representatives.

**NO:** Administrative rules are necessary to carry out the laws passed by the Legislature. The Legislature can change any rule by changing the underlying law. To require legislative review of all new rules will bog the Legislature down in petty details. The measure will allow the suspension of important rules that protect society on the whim of a single complaint.

**Measure 28 - Veterans Loan Eligibility - Constitutional - *Replaces the requirement of Oregon residency at the time of military enlistment or discharge to qualify for the state veterans home loan program with the requirement that applicants reside in Oregon at time of the loan application.***

**YES:** Veterans Home Loan Benefits should not be based on residence when entering or leaving the service; they should be based on the service provided to the country.



This measure is fair to all veterans, and it will expand the ability of current Oregonians, even non-veterans, to buy and sell their homes.

NO: The Veterans' Home Loan Program is a state program, not a national program. Benefits should be for Oregon's veterans and other veterans who demonstrate a permanent residency of five years. Further weakening the qualifications only reduces the benefits to Oregon veterans for whom the program was instituted.

**Measure 29 - Gubernatorial Appointments - Constitutional - *Allows appointments by the Governor to boards and commissions to run until replacements are confirmed or until 90 days after term expires, whichever comes first. Currently these appointees serve until their replacements are confirmed by the Senate.***

YES: Under current law, the Governor can ignore legislative review of appointments by simply allowing the current officeholder to continue without replacement, even though the term of office may have expired. This measure will stop the holdover policy and force the Legislature and Governor to work together in a bipartisan manner to find qualified nominees for important boards and commissions.

NO: Allowing the current officeholder to continue until a replacement is appointed by the Governor and confirmed by the Senate provides continuity on boards and commissions. It prevents the possible situation of too many vacancies preventing action by the boards. It also provides the Governor more bargaining power to appoint the people he wants for the job.

**Measure 30 - Local Mandates - Constitutional - *Requires the state to fund the cost of programs mandated on local governments and school districts. The funding requirement can be over-ridden by a three-fifths majority vote of the Legislature. A local government can choose to do the program without state funding. The measure is resubmitted to voters after four years to decide whether to continue.***

YES: Mandates are just another way for a government to spend somebody else's money. Requiring the state to pay for new programs it wants local governments and schools to implement is only fair. Otherwise local taxes for police and fire protection, parks, libraries, etc., will be diverted to pay for less necessary programs demanded by the state.

NO: The measure will complicate state and local services as government officials argue about what is or isn't a mandate and who should pay. There has to be shared responsibility in meeting society's needs, and the state already transfers millions of dollars to local governments from liquor, cigarette and motor fuel taxes, as well as general state income taxes.

**Measure 31 - Pornography Restriction - Constitutional - *Restricts the legal protections for obscenity and child pornography under the Oregon Constitution to be no more permissive than under the United States Constitution, which recognizes the restrictions established by local community standards.***

YES: Although the U.S. Supreme Court has ruled that local communities may set their own standards for acceptable levels of smut, some Oregon courts have issued

137  
162

rulings protecting even the distribution of child pornography in Oregon. This measure brings Oregon's free speech protections in line with federal constitutional principles with regard to community standards for pornography.

NO: Erosions of freedoms guaranteed to citizens under the Bill of Rights begin small, but any erosion is dangerous to all freedoms. Child pornography is already illegal in Oregon, and adult materials are difficult to define objectively. Subjective definitions, and political correctness, pose grave dangers to freedom of speech.

**Measure 32 - North/South Light Rail - Statutory - *Provides for voter approval or rejection of the legislative funding package for north/south light rail project, including both \$375 million for light rail and \$375 million for other transportation projects around the state.***

YES: Light rail is a clean modern alternative to the clogged streets of the metropolitan area. The north/south line, in conjunction with the existing east line and the west line now under construction, will enable all areas to participate in the speed and convenience of light rail. Federal funds will pay the bulk of the costs. In addition, the package provides funds for much-needed projects throughout the state, to assure equitable transportation funding for all of Oregon.

NO: Light rail is far more expensive than any other form of transportation. The per ride costs to the taxpayer exceed \$11 under the most optimistic estimates for the north/south line. The Legislature has committed millions of dollars it does not have, and its response to scarce resources has been to spend twice as much. Current ridership is far below original estimates, and there is no reason to expect anything different with the north/south line.

**Measure 33 - Initiative Law Changes - Constitutional - *Provides for changes in voter-approved initiative law for the first five years only by subsequent voter initiative. After five years, allows legislative changes only by 3/5 majority vote.***

YES: The initiative process is very important in Oregon because it is the direct voice of the people. It is a way around the empty and broken promises of elected officials. This measure encourages innovation and provides a voter-initiated law a chance to work for a few years before the Legislature tries to dismantle it. Any significant problems can be fixed by another vote of the people.

NO: The initiative is an excellent expression of the will of the people, but complex laws enacted without close examination in public hearings often significant unexpected consequences. The Legislature should be allowed to make small changes to make the law work better, since irreparable damage could occur while waiting for a second "corrective" initiative that might never get to the ballot.

**Measure 34 - Bear/Cougar Hunting - Statutory - *Overturms 1994 voter-approved ban on use of bait for hunting black bears and use of dogs for hunting black bears or cougars. Vests all wildlife controls with Oregon Fish & Wildlife Commission.***

YES: The 1994 law effectively banned the hunting of bear and cougar in Oregon. There is a legitimate concern with the danger to people and young trees from the

overpopulation of these animals. It was a piecemeal approach to game management, when a broad thoughtful approach is necessary.

NO: The voters approved the ban in 1994 and the law should stand; rehashing the issue serves no useful purpose. The use of dogs and bait is both inhumane and unsportsmanlike. The law still allows for government agents to address dangers of overpopulation within their official duties.

**Measure 35 - HMO Capitation - Statutory - *Eliminates authority for payment of health care providers lump sums per covered patient (capitation), and returns to fee-for-service, salary, or expense reimbursement systems.***

YES: Patient care can be compromised when health providers are paid a lump sum per patient, since the provider receives no more or no less when services increase, so profit is increased by reducing patient service. With salary, fee-for-service or expense reimbursement, the provider is not faced with increasing care reducing profit, and the provider can concentrate on what is best for the patient.

NO: Under capitation, the best interests of both health care provider and patient are served when the patient is healthy. The provider benefits by intercepting problems when they are small, easier and cheaper to cure, like preventive maintenance on a car. The patient benefits by staying healthier with early treatment. And the public benefits by keeping overall health care costs down.

**Measure 36 - Minimum Wage - Statutory - *Raises state minimum wage in three stages to \$5.50 per hour on 1/1/97, to \$6.00 on 1/1/98, and to \$6.50 on 1/1/99.***

YES: There has to be a base wage level that people can afford to live with. Corporate profits have been climbing dramatically in a strong state economy, and some of the benefit should flow to those whose work is creating the profits. Society cannot afford a permanent underclass too poor to participate in legitimate consumer activity, forced instead to turn to welfare, or crime.

NO: Minimum wage proposals hurt the very people they are intended to help by jeopardizing small and emerging businesses and eliminating entry-level and training jobs. The proposed increase is well above the new federal minimum wage of \$5.15; and many traditional minimum wage jobs, such as fast food employment, are already paying over \$6.00. The number of people helped by this measure is actually less than 3% of the workforce, including many teens living at home.

**Measure 37 - Bottle Bill - Statutory - *Expands coverage of container deposits to include non-carbonated beverages for human consumption other than dairy products, distilled spirits, or wine. Provides exclusions for small or large containers.***

YES: The bottle deposit law has been very successful, but the beverage industry has changed over the years. There has been a proliferation of juices, waters, and other drinks that were not anticipated in the original beer and soft drink days of 1971, and without deposits, the containers are once again littering the landscape. It's time to update the law. The Legislature has failed to do it; the people must do it.

NO: The proposal is unworkable. In attempting to include all common beverages, the overly-broad language even includes baby formula. Grocery stores already have problems with space and sanitation under the current deposit law. Community curbside recycling is resolving the problem in a better manner. This proposal means well but needs much more thought and detail work.

**Measure 38 - Streamside Grazing - Statutory - *Prohibits livestock access to streams not meeting state quality standards and lands adjacent to those streams. Allows right to sue by any person for enforcement.***

YES: Livestock pollute streams directly and hamper the ability of streams to regenerate themselves by destroying the fragile stream-side habitat. Threatened water quality and salmon runs now require changes in traditional livestock operations, just as forestry practices have had to evolve over time. Livestock water should be diverted to watering holes to allow nature to reverse 150 years of stream damage.

NO: Streams renew themselves every year, and livestock damage is greatly exaggerated. This proposal simply singles out one aspect of the complex salmon issue as a scapegoat. Small farm, cattle and dairy operations can ill afford the costs imposed by this measure, and they certainly can not afford the blizzard of private lawsuits it will unleash by radical environmental groups.

**Measure 39 - HMO Medical Providers - Constitutional - *Requires workers comp and health plans to include primary coverage by all disciplines of medicine, including alternatives such as chiropractors, naturopaths, acupuncturists, etc.***

YES: People with health problems should be able to see doctors of their choice and should not be limited only to those practitioners "approved" by the insurance companies. There are many paths to effective medical treatment. Often the "alternatives" are more effective because the patient is more open and receptive to the underlying alternative medical principles; and the alternatives can often be cheaper than traditional medicine.

NO: Health care costs can only be held down by careful screening of competence and effectiveness of treatments. Access to alternatives is available under current law, but under conditions that prevent abuse of the system. The Oregon Health Plan, in providing for the poor and uninsured, depends on keeping care affordable by controlling rapidly escalating costs. This measure will drive up insurance premiums for taxpayers, employers and employees alike.

**Measure 40 - Crime Victim Rights - Constitutional - *Allows for victims to demand jury trials, to have access to defendants' criminal records, and to speak at any court proceeding. Allows 11-1 jury decision in murder cases.***

YES: Victims of crimes should be given at least equal consideration and rights under the law as are enjoyed by defendants. The measure establishes the right of victims of crimes to know what is happening in a case, to understand the past record of the criminal, and to be heard in the court process. The measure rebalances the criminal justice system to give victims a fair shake.

NO: A basic guarantee of the Constitution is the presumption of innocence until a decision by a jury; this measure creates a presumption of guilt. All criminal laws are designed to protect the victims from criminal behavior in the first place. The purpose of a trial is not to provide balance, but to provide a fair and open process to determine whether the government should deprive a person, charged with a crime, of civil rights.

**Measure 41 - Total Public Employee Compensation - Constitutional - *Requires disclosure of public employee pay in terms of total compensation per hour worked, including value of all benefits as well as salary.***

YES: Public salary information does not tell the true costs. The built-in benefits can add 50% or more to the cost of an employee. The taxpayers deserve to know the actual costs, and the employees deserve to know their true value to the organization. The "truth in compensation" measure can allow employees to negotiate different mixes of salary and benefits.

NO: Salary and benefit information is already publicly available for all employee positions. The measure will require complex record-keeping to track whether an employee utilizes coffee breaks, works overtime (when and how often), has dependents, takes earned vacation, etc. Hourly compensation is irrelevant and just one more harassment of public employees.

**Measure 42 - Student Testing - Constitutional - *Requires annual student testing for math and verbal skills for grades 4-12, with public access to the data.***

YES: The measure will provide regular and comparable information for a full evaluation of the performance of students, schools and teachers. Education is too important and too expensive to ignore performance. Oregon needs reliable data that can be compared district to district, school to school, to find better ways of educating our kids, and to root out what is not working.

NO: There is ample standardized testing in the schools already to evaluate a child's progress and performance. The measure will simply add costs and take more time out of classroom teaching without providing better information. While seeming to make data comparable, the proposed testing does not take into account socio-economic forces at work on individual local schools.

**Measure 43 - Collective Bargaining for Police/Fire - Statutory - *Exempts police, firefighters, correctional, and emergency dispatchers from changes in collective bargaining passed by the 1995 Legislature (SB 750).***

YES: Oregon governments must have a process to negotiate fairly with public safety workers without risking labor strikes in critical police, fire or other emergency services. Binding arbitration between the parties provides that process. The new collective bargaining law allows for public safety strikes, potentially endangering life and property of Oregon citizens.

NO: The new collective bargaining law recognizes the need to have fair negotiating for both public employees and for government managers. The old system had reached the point where governments had to negotiate the color of police officer T-shirts.

Binding arbitration guarantees costs will rise. The public will demand a fair settlement to prevent a strike.

**Measure 44 - Cigarette Tax - Statutory - *Increases cigarette tax by 30c per pack with the revenues dedicated to the Oregon Health Plan.***

YES: Smoking is a major contributor to health care costs, including cancer, emphysema, and other diseases. Society should not be asked to carry burden of the entire cost for those who choose to engage in such health risks; smokers should help shoulder that burden. The proposed tax will help fund the Oregon Health Plan which provides care for the poor and uninsured.

NO: The proposal is simply a very regressive sales tax that singles out one minority for punitive taxation. It hits the poor the hardest. There is no guarantee there will be any more money for the Oregon Health Plan, since the Legislature can take away current funding, dollar for dollar, as the cigarette tax revenues come in. It is just another tax grab.

**Measure 45 - PERS Retirement Age - Constitutional - *Raises public employee minimum retirement age to 65 (from 58) to qualify for full PERS retirement benefits.***

YES: Public employees can retire with full benefits at age 58. That is too early and too generous, and it costs the pension system more to pay their benefits for those extra seven years. Oregon should encourage people to remain active and contributing to the overall productivity of the state.

NO: The proposal will make government more expensive, not less, as more people at the top of the salary scale stay in their jobs longer. That will also increase their retirement benefits, costing PERS more money. Oregon should encourage earlier retirements to achieve a leaner public workforce.

**Measure 46 - Tax Vote by Majority - Constitutional - *Requires a majority of all registered voters — not just a majority of those voting — to cast affirmative votes in order for a tax measure to pass, including bond measures.***

YES: Taxes apply to everyone and everyone should be included in the decision to impose or increase them. Proponents of tax increases always hope for low voter turnout with little public information so the tax elite can dominate the elections. This proposal assures everyone is counted by encouraging high-profile campaigns and high voter turnout.

NO: Everyone can vote in tax elections. Those who choose to be ill-informed or to sit on their hands should not be counted as "no" votes on important issues. The American system of elections is based on a majority of those voting deciding the course of government. This proposal would turn the decision over to those persons who choose not to be involved.

**Measure 47 - Property Tax Rollback - Constitutional - *Rolls property taxes back to 1994 levels (or 1995 level minus 10%, if less) and limits growth in taxes to 3%***

*annually on any given property. Allows specific voter approval for new taxes and fees. Requires 50% voter turnout for some tax elections.*

YES: The bureaucrats found ways around Measure 5 and prevented property tax relief. It is time to cut and cap the rate of increase in property taxes, which are now climbing faster than 10% a year. This proposal assures homeowners they will not be taxed out of their homes, and provides government a reasonable 3% increase annually, plus the value of new construction.

NO: With schools suffering from lack of funds, this is no time to start messing around with the property tax system again, particularly not radical rollbacks. It will hurt the kids and the future of the state. There is already a tax rate limit in place. This proposal will create an inequality between identical homes that are sold and not sold over a period of time.

**Measure 48 - Congressional Term Limits - Constitutional -** *Requires Oregon legislators and members of Congress to vote for federal term limits, or have notice of refusal to do so on subsequent election ballot. The same notice would apply to non-incumbent candidates refusal to pledge such a vote.*

YES: The voters have supported term limits overwhelmingly, only to be thwarted by the politicians who prefer to stay in office rather than act as representatives of the people. Federal term limits will only happen if the people hold the incumbents' feet directly to the fire on the issue and put challengers clearly on the record.

NO: The subject of term limits is a political issue, and officeholders have to answer to their constituents directly for their votes. This measure could easily lead to a ballot with a whole list of issue votes/non-votes by each name. Political issues should be hammered out between the candidates in the campaigns.

# 1996 General Election Measures

I.D. #	C/S	Will Pay/ No Pay	Certified Ballot Title	# of Reported Signatures	# of Unverified Signatures	# of Valid Signatures	Measure #
Referral	C	N/A	Amends Constitution: Changes the Principles That Govern Laws For Punishment of Crimes	N/A	N/A	N/A	26
Referral	C	N/A	Amends Constitution: New Administrative Rules Stay In Effect Only With Legislative Approval	N/A	N/A	N/A	27 <sup>y</sup>
Referral	C	N/A	Amends Constitution: Repeals Certain Residency Requirements for State Veterans' Loans	N/A	N/A	N/A	28
Referral	C	N/A	Amends Constitution: Limits Tenure of Governor's Appointees to 90 Days After Term	N/A	N/A	N/A	29
Referral	C	N/A	Amends Constitution: State Must Pay Local Governments Costs of State-Mandated Programs	N/A	N/A	N/A	30 <sup>y</sup>
Referral	C	N/A	Amends Constitution: Obscenity May Receive No Greater Protection Than Under Federal Constitution	N/A	N/A	N/A	31 <sup>y</sup>
Referendum	S	Will Pay	Authorizes Bonds For Portland Area Light Rail, Transportation Projects Elsewhere	67,500	70,504	58,095 (82.4%)	32 <sup>y</sup>
Initiative 11	C	Will Pay	Amends Constitution: Limits Legislative Change To Statutes Passed By Voters	119,999	119,944	100,288 (83.6%)	33 <sup>y</sup>
Initiative 56	S	Will Pay	Wildlife Management Exclusive To Commission; Repeals 1994 Bear/Cougar Initiative	90,086	91,353	77,376 (84.7%)	34
Initiative 41	S	Will Pay	Restricts Bases For Providers To Receive Pay For Health Care	94,322	91,939	76,561 (83.3%)	35 <sup>y</sup>
Initiative 65	S	Will Pay	Increases Minimum Hourly Wage To \$6.50 Over Three Years	131,353	132,517	114,494 (86.4%)	36 <sup>y/N</sup>
Initiative 33	S	Will Pay	Broadens Types of Beverage Containers Requiring Deposit and Refund Value	107,000	107,488	95,879 (89.2%)	37 <sup>y/N</sup>
Initiative 60	S	Will Pay	Prohibits Livestock In Certain Polluted Waters or On Adjacent Lands	95,840	95,595	84,410 (88.3%)	38 <sup>y/N</sup>
Initiative 61	C	Will Pay	Amends Constitution: Government, Private Entities Cannot Discriminate Among Health Care Provider Categories	161,557	161,108	135,491 (84%)	39 <sup>y</sup>
Initiative 62	C	Will Pay	Amends Constitution: Gives Crime Victims Rights, Expands Admissible Evidence, Limits Pretrial Release	159,502	157,282	130,701 (83.1%)	40
Initiative 40	C	Will Pay	Amends Constitution: States How Public Employee Earnings Must Be Expressed	135,163	127,387	101,017 (79.3%)	41 <sup>y</sup>



## 1996 General Election Measures

I.D. #	C/S	Will Pay/ No Pay	Certified Ballot Title	# of Reported Signatures	# of Unverified Signatures	# of Valid Signatures	Measure #
Initiative 42	C	Will Pay	Amends Constitution: Requires Testing of Public School Students; Public Report	153,231	139,285	115,746 (83.1%)	42
Initiative 71	S	Will Pay	Amends Collective Bargaining Law For Public Safety Employees	126,000	128,882	92,924 (72.1%)	43 y
Initiative 70	S	Will Pay	Increases, Adds Cigarette and Tobacco Taxes; Changes Tax Revenue Distribution	125,000	135,246	111,848 (82.7%)	44 y
Initiative 29	C	Will Pay	Amends Constitution: Raises Public Employees' Normal Retirement Age; Reduces Benefits	136,691	125,125	100,475 (80.3%)	45 y
Initiative 30	C	Will Pay	Amends Constitution: Counts Non-Voters As "No" Votes On Tax Measures	128,264	122,581	103,826 (84.7%)	46 y
Initiative 67	C	No Pay	Amends Constitution: Reduces and Limits Property Taxes; Limits Local Revenues, Replacement Fees	151,000	156,504	128,802 (82.3%)	47 y
Initiative 77	C	Will Pay	Amends Constitution: Instructs State, Federal Legislators To Vote For Congressional Term Limits	147,000	143,847	112,056 (77.9%)	48 N
Initiative 64	S	Will Pay	Allows Creation of Publicly Funded, Independently Operated Charter Schools	82,000	79,532	62,400 (78.5%)	—
Initiative 10	C	Will Pay	Amends Constitution: Public Employees Need Not Share Union Representation Costs	110,000	108,870	86,355 (79.3%)	—

Post-it® Fax Note 7671

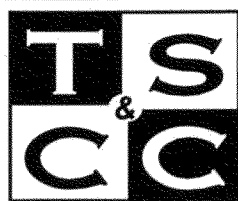
Date	7/31/96	# of pages	2
To	Margie K. Poiry	From	Fred Neal
Co./Dept.		Co.	
Phone #		Phone #	
Fax #	503-823-3014	Fax #	

PRELIMINARY ANALYSIS OF EFFECTS  
OF 1996 GENERAL ELECTION MEASURES

Measure #	Effect on Revenues?	Effect on costs?	Effect on Operations?	Effect on Local Control?	Effect on City Policy?	
26						
27						
28						
29						
30						
31						
32						
33						
34						
35						
36						
37						
38						
39						
40						
41						
42						
43						
44						
45						
46						
47						
48						

# PRELIMINARY ANALYSIS OF EFFECTS OF 1996 GENERAL ELECTION MEASURES

Measure #	Effect on Revenues?	Effect on costs?	Effect on Operations?	Effect on Local Control?	Effect on City Policy?	
26						
27 X	?	?	X			sig/research
28						
29						
30 X	X	?				#
31 X			X	X		
32 X			X	X	X	#
33 X						
34						
35 X		X	X			sig/research
36 Y/N					X	
37 Y/N		X	X			
38 Y/N		?	?		?	
39 X		X		X	X	sig/research
40						
41 X		X	X	X		significant
42						
43 X		X	X	X	X	#
44 X	X					sig/research
45 X		X	X	X	X	#
46 X	X	X	X			#
47 X	X	X	X	X	X	##
48						



# NEWS & VIEWS

A publication of the

Volume III, Issue 9

**Tax Supervising & Conservation Commission**

August, 1996

## *Ballot Measures*

**T**wenty three ballot measures recently qualified for the November 5, 1996 election. According to *The Oregonian*, the total makes it the most crowded ballot since November 3, 1914, when twenty nine measures appeared. Certain of the measures will impact local government operating and/or capital budgets if passed. Listed within this newsletter is a recap of the initiatives having the largest potential financial impacts on area cities, counties, schools and regional governments. The information is provided as a public service. The Commission does not advocate for or against passage of initiatives or taxing measures, or for a specific size and/or role of government.

**Measure:**

**#47**

**Ballot Title:**

Reduces and limits property taxes; limits local revenues, replacement fees

**Type:**

Constitutional amendment

**What it Does:**

**1. Cuts Property Taxes**

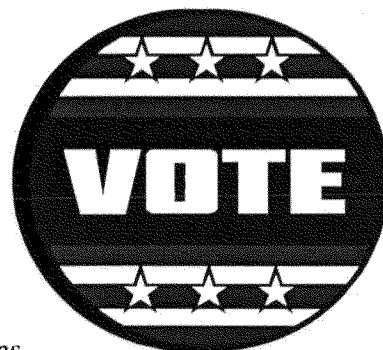
-Limits operating property taxes in 97/98 to lower of 94/95 amount, or 95/96 total less ten percent. Taxes currently levied for payment of bonded debt are exempt from rollback. Reduction is on a property by property basis.

**2. Limits Growth in Property Taxes**

-Limits subsequent year increases to 3%, with certain exceptions - primarily relating to new development.

**Table of Contents**

1. Measure 47 (Cut and Cap)	1
2. Measure 46 (Registered voter majority)	6
3. Measure 32 (S-N Light-Rail Funding)	8
4. Measure 45 (Public Employee Retirement)	9



**Commissioners:**

Richard Anderson, Anthony Jankans,  
Roger McDowell, Charles Rosenthal, Ann Sherman

**What it Does - Cont.:**

**3. Forbids Alternate Local Financing of Services Historically Funded with Property Taxes - Without Vote**

-Government services or products paid in part or whole by property taxes as of June 30, 1995 cannot be replaced with a fee or other charge except state income taxes - without a vote.

**4. Changes Election Rules**

-Requires both a majority vote and 50% voter turnout to pass new property tax measures on any date other than a general election.

-Mail election envelopes contain the following statement in bold red print: "CONTAINS VOTE ON PROPOSED TAX INCREASE"

-Bond measure ballot title to contain description of planned use including percentage each use is of whole.

**5. Other**

-Limits exclusion of General Obligation bonds to only those issued for certain purposes. Excludes from the definition of capital construction and improvements "maintenance and repairs, the need for which could reasonably be anticipated, supplies and equipment which are not intrinsically part of the structure, but shall include public safety and law enforcement vehicles with a projected life of not less than five years..."

-Directs legislature to establish mechanism to allow property owners to voluntarily provide support to public schools in excess of taxes limited by measure.

**Uncertainties:**

Measure does not specify how tax cuts should be apportioned by local government. Instead, it directs that cuts should be made to prioritize public safety and public education. It's not clear how the legislature would set these priorities.

It's uncertain whether added election language (i.e. majority and 50% turnout) opens the door to future operating levy votes (thus, partially negating the 3% limitation), or applies only to General Obligation bond elections.

**Bottom Line:**

Legislative fiscal office estimates revenue losses to local governments at \$472m in 97/98, \$560m in 98/99, and increasing thereafter. Individual government losses will vary depending upon legislature's allocation of cut. State income tax collections are estimated to increase \$23m in 97/98 and an additional \$7m in 98/99 as a result of lower property tax deductions. Actual property tax reductions will vary depending upon the accuracy of assumptions utilized.

### ***Impact on Multnomah County Local Governments / Taxpayers:***

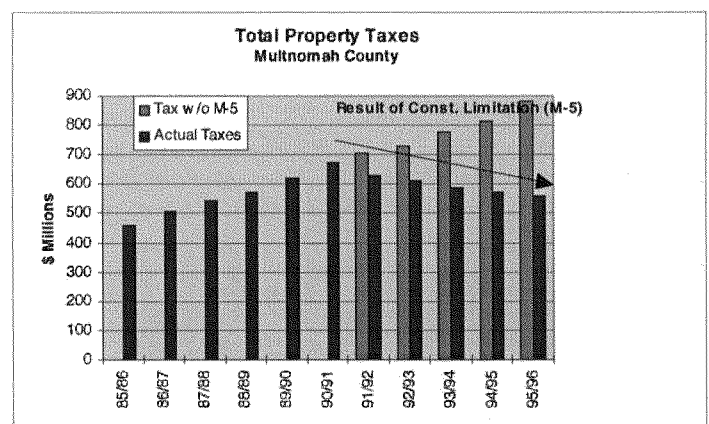
As shown in the adjoining chart, it's estimated the measure would cut Multnomah county property taxes by approximately \$159m next fiscal year (97/98), from \$702m to \$543m.

<i>Municipality</i>	<i>Forecast 97/98</i>	<i>Limited # 97/98</i>	<i>\$ Reduction*</i>
<b>Mult. County</b>	159,973,395	118,163,057	41,810,338
<b>Regional Entities:</b>			
Port of Portland	2,811,883	2,252,309	559,574
Tri-Met	--	--	--
Metro	3,823,715	3,062,784	760,931
Sub-Total	6,635,598	5,315,093	1,320,505
<b>Cities:</b>			
Portland	215,338,813	155,469,265	59,869,548
Gresham	17,133,595	14,486,786	2,646,809
Troutdale	2,311,005	1,851,107	459,898
Fairview	818,404	427,025	391,379
Wood Village	416,775	333,830	82,945
Maywood Park	--	--	--
Sub-Total	236,018,592	172,568,013	63,450,579
<b>Education:</b>			
Portland	131,998,984	99,999,230	31,999,754
Parkrose	9,306,111	7,050,084	2,256,027
Reynolds	12,939,092	9,802,343	3,136,749
Gresham-Barlow	11,952,428	9,054,869	2,897,559
Sauvie Island	671,403	508,639	162,764
Centennial	6,182,817	4,683,952	1,498,865
Corbett	953,010	721,977	231,033
David Douglas	9,252,916	7,009,785	2,243,131
Riverdale	1,615,099	1,223,560	391,539
ESD	16,711,126	12,659,944	4,051,182
PCC	7,119,278	5,393,392	1,725,886
MHCC	5,324,166	4,033,459	1,290,707
Sub-Total	214,026,430	162,141,234	51,885,196
<b>Various Other:</b>			
- General Gov.	4,078,153	3,266,588	811,565
- Education	486,675	368,693	117,982
<b>Debt Service:</b>	81,105,000	81,105,000	--
<b>Total Imposed</b>	<b>702,323,843</b>	<b>542,927,678</b>	<b>159,396,165</b>

\* Assumes reduction is allocated as assessed on property tax bill.  
# 95/96 operating total less 10% plus estimated GO bond debt levies  
Numbers calculated in aggregate, and not on a property by property basis.

In other words, total taxes would decline roughly 22%, or one-fourth if focusing only on the limited operating component. Reductions would vary by property. The cut is calculated by taking the difference between estimated total taxes with and without the limitation. The limited total was calculated by deducting 10% from 95/96 actual amounts. As previously noted, the Measure limits taxes to the lower of the 95/96 total less 10% or the 94/95 total. And, the 94/95 total will be less for certain properties. For example, a preliminary analysis of the individual parcels within the City of Portland indicated that roughly 4% of properties incurred lower taxes in 94/95. However, the additional reduction realized by using these lower totals is roughly offset by the positive adjustments allowed for new development. Obviously, the net effect of these two factors will vary by taxing district.

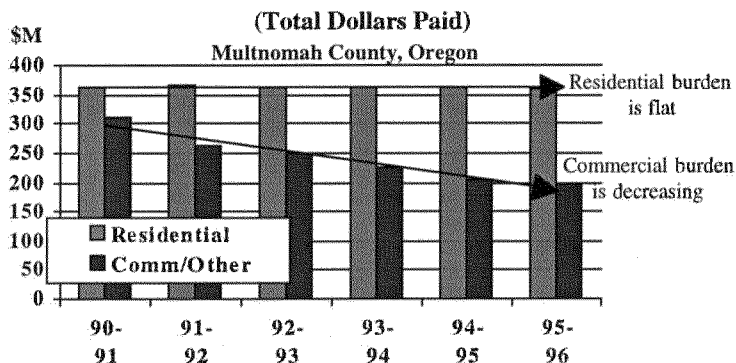
The property tax reductions can best be evaluated when put in context of the changes that have occurred since enactment of Measure 5. Total property taxes in Multnomah County declined 17% between 90/91 and 95/96, from \$672m to \$556m. When adjusted for cumulative inflation over the five year period of roughly 22%, taxes are down about forty percent.



Savings from the measure, however, have not been applied evenly across all property types. Rapid growth in residential assessments combined with slow to moderate increases in commercial values shifted the property tax burden. The market driven switch

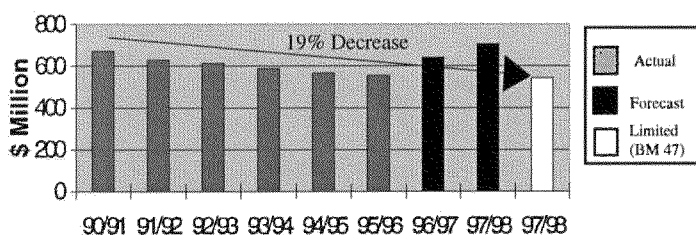
offset the Measure 5 dividend for numerous homeowners. As a result, many of these taxpayers did not realize significant reductions to their total bill.

### Residential vs. Commercial Tax Burden



The downward trend in total taxes will cease in 96/97. Increases in assessed values combined with voter approvals should raise taxes roughly 15% to an estimated \$640m. This is a county-wide increase. Rates of change will likely be slightly higher within the city of Portland, and lower in other areas such as Gresham.

### Total Property Taxes (Multnomah County)



Reductions mandated by "Cut and Cap" would stop the rise, and reduce taxes to approximately what they were ten years ago (\$545m in 87/88). Total property taxes would be roughly 19% below the peak experienced in 90/91, a reduction of almost one-half (48%) when factoring in the cumulative effects of inflation. When adjusting for the shift in tax burden that has occurred since 90/91, commercial property owners would see their taxes fall by roughly two-thirds in inflation adjusted dollars. The residential tax burden will have declined by approximately one-third. See opposite chart.

### Total Taxes Imposed (in millions)

	Residential	Com'l All Other	Total
<b>Actual</b>			
1990/91	\$362	\$310	\$672
1991/92	365	262	627
1992/93	363	249	612
1993/94	362	226	588
1994/95	364	205	569
1995/96	362	194	556
<b>Forecasted</b>			
1996-97	422	218	640
1997-98 (Not Limited)	463	239	702
1997-98 (Limited)	353	190	548
<b>Change since 90/91</b>			
-No Limit	+27.9%	(22.9)%	4.5%
-Inflation Adjusted	(1.2)%	(51.9)%	(24.5)%
<b>Change since 90/91</b>			
-Limited	(2.4)%	(38.7)%	(19.2)%
-Inflation Adjusted	(31.4)%	(67.7)%	(48.2)%

### Impact on Local Government Services Funded with Property Taxes:

It's very difficult to estimate the tax reduction's impact on local government services. For one, as previously indicated, the measure does not specify how tax cuts should be apportioned by local government. Instead, it directs that the cuts should be made to prioritize public safety and public education. Yet, that is precisely where the vast majority of property taxes are currently applied. Would the prioritization mean significant cuts to other type services such as parks, roads, libraries and animal control? Or, could these services be considered either public safety or education? It's not clear how the legislature would set and define these priorities, allocate reductions, and/or offset any of the cuts with increased state support. Also, it is possible that efficiency increases could countervail some of the required reductions. In other words, alternatives may exist to pro rata cuts in service. That being said, it's hard to fathom how revenue reductions of over \$150m could be incurred by Multnomah County local governments without significant reductions in service.

The accompanying graph puts the cuts in perspective by expressing them as a percentage of total general fund resources. School reductions have been equalized by dividing the Legislative Revenue Office's estimated statewide K-12 loss (\$210m) by total weighted enrollment (of 599k). The cut of approximately \$350 per student is expressed as a percentage of 96/97 funding formula revenue. Also, an "all county" reduction was estimated for local governments whose boundaries extend beyond Multnomah county.

Note that losses vary by district depending upon property tax reliance.

### Comparisons to Measure 5:

A number of comparisons have been made between Measure 47 and Measure 5. And, there are some distinct similarities. Each measure reduces property taxes and saves taxpayers money. Both also establish ceilings that cannot be exceeded, and in doing so limit voters' ability to impose additional property taxes upon themselves. And, each delegates more power to the legislature, M-5 via the switch to a state-wide funding system for education, and M-47 through the delegation of tax cut apportionment. Finally, both are almost the inevitable result of frustrations generated by a property tax system whose burden has or is expected to outpace growth in personal income. Despite the strong similarities, however, there are also definite differences, both in the measures' mechanics, and the fiscal environment in place at time of vote. For example:

#### A. Fiscal Environment

##### 1. Growth in Property Tax Burden

-Total property taxes in Multnomah county increased 42% in the five years prior to when Measure 5 was enacted (from \$474m in 85/86 to \$672m in 90/91). Total property taxes will have declined roughly 5% between 90/91 and 96/97 (from \$672m to an estimated \$640m).

##### 2. Financial Condition of State and Local Governments

-The vast majority of cities and counties have rebounded from any initial Measure 5 impact. The same cannot be said for school districts. Total statewide funding formula revenue has not kept pace with inflation and enrollment growth. Reductions for "flat funded" districts have been more significant. For example, between 89/90 and 90/91, Portland School District's General Fund budget increased 6% from \$310m to \$328m. Reserves totaled to \$25m. The district's 96/97 adopted budget declined by roughly 5% (from \$319m to \$304.5m). Total fund requirements are down over one-third since 90/91 when factoring in inflation. Reserves stand at only \$1.2m. Further cuts are anticipated in 97/98.

Municipality	Total \$ Reduction (All Counties)	Total General Fund 96-97 Budget	% Loss General Fund 96-97 Budget
<b>Multnomah County</b>	\$41,810,338	\$256,362,004**	16.3%
<b>Regional Entities:</b>			
Port of Portland	1,227,674	114,276,974	1.1%
Tri-Met	0	206,378,310	0.0%
Metro	1,528,282	21,666,228@	7.1%
Subtotal-Regional	2,755,956	342,321,512	0.8%
<b>Cities:</b>			
Portland	60,103,953	398,383,631~	15.1%
Gresham	2,646,809	28,182,602	9.4%
Troutdale	459,897	6,388,877	7.2%
Fairview	391,379	2,469,804	15.8%
Wood Village	82,945	2,316,727	3.6%
Maywood Park	0	49,270	0.0%
Subtotal-Cities	63,684,984	437,790,911	14.6%
<b>Education:</b>			
Portland	21,282,450*	283,076,445#	7.5%
Parkrose	1,317,050*	16,746,323#	7.9%
Reynolds	3,067,750*	37,400,945#	8.2%
Gresham-Barlow	4,174,100*	51,690,560#	8.1%
Sauvie Island	75,250*	1,308,650#	5.8%
Centennial	2,200,450*	26,611,072#	8.3%
Corbett	276,500*	3,535,674#	7.8%
David Douglas	2,926,700*	35,184,725#	8.3%
Riverdale	113,750*	2,418,667#	4.7%
ESD	4,146,553	39,820,416	10.4%
PCC	3,705,207	87,565,947	4.2%
MHCC	1,545,942	35,419,218	4.4%
Subtotal-Education	44,831,702	\$620,778,642	7.2%
<b>Various Other:</b>			
- General Gov.	811,566		
- Education	117,982		
<b>Total</b>	<b>\$154,012,528</b>		

@ Zoo Operating Fund

\* Calculated by:  $\$350 \times \text{Average Daily Membership (weighted)}$

# Funding Formula Revenue

~ Combined General and FPD&R Funds; Urban Renewal levies also included.

\*\* Combined General and Serial Levy Funds



The State of Oregon's budget also looks vastly different in 1996. Kindergarten through community college replacement funding is a \$2.7b expense in the 95/97 budget, up from \$0.5b in 91/93. Exceptional growth in income taxes and lottery receipts have enabled the state to meet these increased responsibilities, though future forecasts anticipate difficulties in funding current service levels.

*B. Mechanics:*

*3. Magnitude of Year 1 Cut*

-Measure 5 reduced property taxes 7% in the first year of implementation (from \$672m to \$628m). As mentioned, it's estimated Measure 47 will reduce taxes 22%.

*4. Obligation to Replace Property Tax Losses*

-Measure 5 required the legislature to replace revenue lost by the public school system as a result of the tax rate limitation. Measure 47 does not require the state to offset reduced local government property taxes.

*5. Local Control*

-Measure 5's education rate limit eliminated an electorate's ability to increase school operating taxes. However, most cities and counties retained the flexibility to enhance operations with higher tax levies, assuming the public approved. Measure 47's limit on subsequent year growth will effectively take away this flexibility - if exclusions apply only to General Obligation bond elections.

*6. Correlation between Taxes Paid and Property Market Value*

Under Measure 5, taxes paid continued to be a function of property market value. Those receiving the same government services paid the same rate of tax. These taxes, though limited, grew along with property assessed value and voter approvals. Measure 47 disconnects taxes paid from property market value. Property would continue to be assessed at market, though taxes imposed will be essentially indexed from the prior year total. This is true even in the event of ownership transfer. Thus, the resulting tax rates will vary by property - including for those receiving the same public services. The de-linking of taxes to market value lends stability to the system, though also makes it less of a tax on capital, and more of a fixed payment, entitlement based mechanism.

*Measure:*

#46

*Ballot Title:*

No voter-approved taxes without registered voters' majority

*Type:*

Constitutional amendment

*What it Does:*

Would require a majority of electors to pass revenue measures - i.e. more than half of registered voters vs. the current system which requires only a majority of those voting in the election. In other words, those not voting in revenue elections would effectively be counted as a "no." The new requirement would apply to all proposed tax increases, including property tax operating levies (i.e. tax base and serial levies) and levies for General Obligation bond issues.

*Uncertainties:*

By directly amending Article XI, section 11b(3) - Measure 5 language - (Specifically, the exclusion for voter approved General Obligation bonds incurred for capital construction), some believe the measure could be interpreted

to apply to all bonds issued subsequent to M-5's passage, November 6, 1990. Certain existing debt service levies could lose exclusion if not protected by federal constitutional contract clause, and as a result be payable from operating funds.

### Bottom Line:

Passing taxing measures would be much more difficult. For example, while roughly two thirds of the revenue measures presented to Multnomah county voters over the last six years have been approved, only two of the twenty six measures passed (West Side Light Rail and Sauvie Island Fire Station) received a majority of registered voters. No city, county or school revenue measure would have met the higher standard. In Multnomah county, that would have meant no tax supported financing for parks, open spaces, jails, libraries, South-North light rail, and approximately \$400m in bonds for education facility expansion or repair. See accompanying chart. Since it would be mathematically impossible to pass a measure without at least 50% voter participation (and realistically without considerably more), the measure would funnel taxing measures away from special elections and towards general election dates -when voter turnout is highest. The higher standards would likely lead to fewer tax supported debt and operating levies, and lower property taxes. Public services would likely be reduced in response to unrenewed operating levies, and/or operating budget assumptions of capital funding requirements.

### Recap of Local Government Financing Elections

Local Government	Election Date	\$ Amount	Purpose	Votes Cast		Reg. Voters	% Voting	% Yes -those Voting	% Yes Registr. Voters
Tri-Met	Nov-90	\$125.0m	West Side Light Rail Bonds	310,108	114,449	568,859	76.9%	73.0%	54.5%
Gresham (City)	Nov-90	10.3m	Open Space Acquisition Bonds	14,066	9,585	33,882	76.3%	59.5%	41.5%
Gresham High SD	Sep-91	4.3m	School Repair/Improv. Bonds	7,492	5,501	27,825	47.7%	57.7%	26.9%
Gresham Grade SD	Sep-91	22.5m	School Repair/Improv. Bonds	5,197	4,602	21,105	47.4%	53.0%	24.6%
Parkrose SD	Sep-91	26.0m	School Repair/Improv. Bonds	3,028	3,686	12,327	54.5%	45.1%	24.6%
P.C.C.	May-92	61.4m	School Repair/Improv. Bonds	105,524	88,177	474,778	50.0%	54.5%	22.2%
Centennial SD	Sep-92	13.8m	School Repair/Improv. Bonds	3,713	3,103	16,000	42.6%	54.5%	23.2%
Troutdale (City)	Sep-92	0.6m	Parks Improvement Bonds	1,064	664	4,348	39.7%	61.6%	24.5%
Metro	Nov-92	200.0m	Open Space Acquisition Bonds	233,399	292,529	675,684	82.4%	44.4%	34.5%
David Douglas SD	May-93	19.8m	School Repair/Improv. Bonds	5,973	3,949	24,587	41.4%	60.2%	24.3%
Multnomah County	May-93	31.0m	Library Repair/Improv. Bonds	98,239	42,222	377,368	37.7%	69.9%	26.0%
Multnomah County	May-93	52.88 cents	Jail Serial Levy	112,270	28,371	377,368	37.7%	79.8%	29.8%
Multnomah County	May-93	40.34 cents	Library Serial Levy	110,479	30,549	377,368	37.7%	78.3%	29.3%
City of Gresham	Jun-93	63.42 cents	Public Safety Serial Levy	7,147	6,280	42,465	32.3%	53.2%	16.8%
City of Gresham	Jun-93	16.91 cents	Parks Serial Levy	5,603	7,813	42,465	32.3%	41.8%	13.2%
City of Gresham	May-94	14.9m	Tax Base Increase	4,597	9,424	42,241	38.3%	32.8%	10.9%
Corbett SD	Sep-94	6.9m	School Repair/Improv. Bonds	770	554	2,397	57.0%	58.2%	32.1%
Reynolds SD	Sep-94	29.5m	School Repair/Improv. Bonds	4,174	5,154	27,617	33.9%	44.7%	15.1%
Parkrose SD	Sep-94	35.0m	School Repair/Improv. Bonds	3,298	3,495	14,102	48.3%	48.5%	23.4%
Parkrose SD	Nov-94	35.0m	School Repair/Improv. Bonds	5,047	4,643	13,997	71.2%	52.1%	36.1%
Portland (City)	Nov-94	58.8m	Park Improvement Bonds	113,800	58,277	310,820	65.4%	66.1%	36.6%
Tri-Met	Nov-94	475.0m	North South Light Rail Bonds	274,911	158,130	705,708	65.3%	63.5%	39.0%
Sauvie Island SD	May-95	3.2m	School Repair/Improv. Bonds	267	301	731	78.6%	47.0%	36.5%
Reynolds SD	May-95	29.5m	School Repair/Improv. Bonds	5,536	5,991	27,569	43.6%	48.0%	20.1%
Metro	May-95	135.6m	Open Space Acquisition Bonds	165,356	94,856	678,510	41.3%	63.5%	24.4%
Portland SD	Nov-95	196.7m	School Repairs/Improv. Bonds	58,262	42,583	255,164	39.6%	57.8%	22.8%
Mt. Hood C.C.	Nov-95	63.5m	School Repairs/Improv. Bonds	17,370	36,125	138,307	38.2%	32.5%	12.6%
Reynolds SD	Nov-95	29.5m	School Repairs/Improv. Bonds	6,648	5,989	28,450	44.6%	52.6%	23.4%
Sauvie Island Fire	Nov-95	0.5m	New Fire Station Bonds	172	269	736	59.9%	39.0%	23.4%
Riverdale SD	Mar-96	10.6m	School Repairs/Improv. Bonds	628	553	1,617	71.2%	53.2%	38.8%
Sauvie Island Fire	Mar-96	0.3m	New Fire Station Bonds	461	63	734	71.8%	88.0%	62.8%
Gresham-Barlow SD	May-96	32.1m	School Repairs/Improv. Bonds	5,101	5,400	36,206	29.8%	48.6%	14.1%
City of Gresham	May-96	17.3m	Tax Base Increase	5,229	6,933	44,879	28.2%	43.0%	11.7%
City of Fairview	May-96	772k	Tax Base Increase	296	195	2,182	23.5%	60.3%	13.6%
Multnomah County	May-96	70.34 cents	Library Serial Levy	85,923	32,794	379,560	32.5%	72.4%	22.6%
Multnomah County	May-96	77.96 cents	Jail Serial Levy	68,431	47,339	379,560	32.5%	59.1%	18.0%
Multnomah County	May-96	29.0m	Library Bonds	73,281	44,458	379,560	32.5%	62.2%	19.3%
Multnomah County	May-96	\$ 79.7m	Public Safety Bonds	64,135	51,736	379,560	32.5%	55.4%	16.9%

Source: County Elections Offices

**Measure:**

**#32**

**Ballot Title:**

Authorizes bonds for Portland area light rail, transportation projects elsewhere.

**Type:**

Change in statute

**What it Does:**

Requires voter ratification of legislation enacted during the February, 1996 special session. House Bill 3480 permits state to issue \$375m in lottery revenue bonds to fund its share of Tri-Met's South-North light rail Southern component. The measure also finances \$375m of other transportation projects outside the Portland region for distribution to cities and counties. The other projects are funded with additional lottery bonds (\$115m), state general funds (\$110m), and from local entities in the Portland metropolitan area (\$150m).

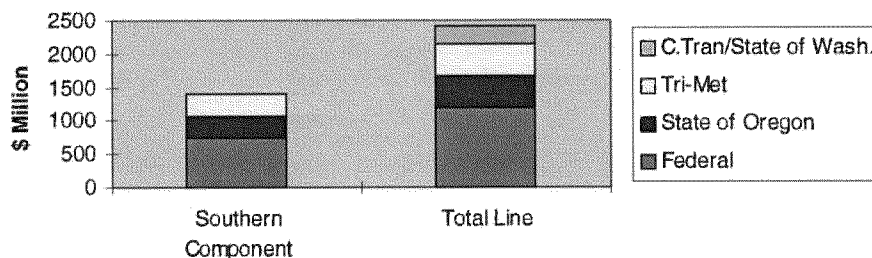
**Uncertainties:**

"Yes" vote ratifies legislature's action. "No" vote rejects \$750m financing package for light rail and other transportation projects.

**Bottom Line:**

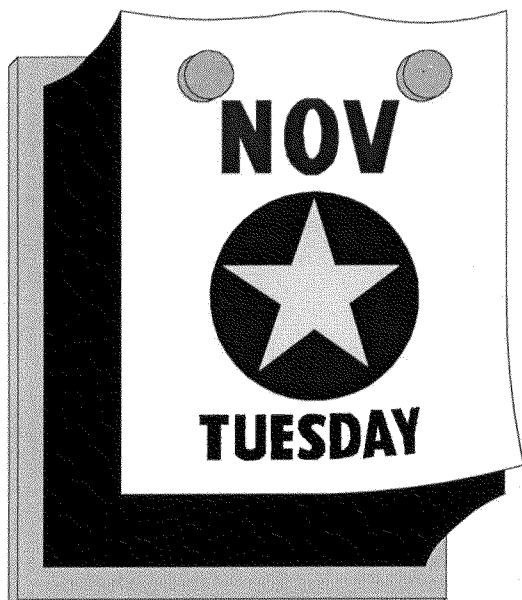
Voters' failure to pass the measure and affirm the legislature's actions would jeopardize funding of South-North light rail. Receipt of approximately \$750m in federal funds is contingent upon local and state matching contributions (of \$375m each). The \$1.5B total finances the project's southern route, from Clackamas County to the Rose Garden. Extension of the line to Clark County -VA hospital area- would increase costs to roughly \$2.4b, and require additional federal and state (Oregon and Washington) support. Estimated aggregate revenue bond principal (\$490m) and interest (\$286m) payments through 2024 would obviously not be incurred if unissued. State general fund (\$110m) and local entity contributions (\$150m) also would not be incurred. Total costs will likely be less if the state funds more of the project on a "pay as you go" basis.

**S-N Light Rail Financing**



<b>Measure:</b>	<b>#45</b>
<b>Ballot Title:</b>	Raises public employees' normal retirement age; reduces benefits
<b>Type:</b>	Constitutional amendment
<b>What it Does:</b>	Normal retirement age is currently 55 for police and firefighters, and 58 for all other public employees, or 60 if they established membership subsequent to January 1, 1996. Measure would raise that to Social Security retirement age for non-public safety employees (now 65). Local governments may now provide medical benefits to PERS retirees. Measure bars medical benefits for non-disability retirees. Also, governments could not guarantee benefits exceeding 75% of final salary.
<b>Uncertainties:</b>	<p>Measure was drafted before Supreme Court's Measure 8 decision, and could be impacted by result. Key question is whether current employees have contractual right to continue to accrue at existing benefit levels. If so, then benefit reductions could be considered impairment of contract.</p> <p>Limit on maximum benefit might also apply to early retirement and/or deferred compensation plan payments.</p>
<b>Bottom Line:</b>	Legislative fiscal office estimates annual reductions in state and local government retirement costs by 2001 of \$5.8m and \$11m respectively.

	<i>Existing</i>	<i>Measure 45</i>
<b>Retirement Age</b>		
-Police & Firefighters	55, and/or 25 yrs of service	Same
-All Other:		
Membership prior to 1/96	58, and/or 30 years of service	(65)
Membership subsequent to 1/96	60, and/or 30 years of service	(65)
<b>Retiree Medical Benefits</b>	Allowed, though not mandated	Disallowed
<b>Maximum Benefits</b>	Formula based upon annual income and years of service	Not to exceed 75% final salary



*News & Views* is a publication of the **Tax Supervising & Conservation Commission**. Please contact the Commission office if you have questions, comments, or ideas for future editions.

421 SW Fifth, Suite 724  
Portland, Oregon 97204-2189  
(503) 248-3054  
FAX: (503) 248-3053  
E-Mail: TSCC@aol.com

**Contributors:**

Courtney Wilton, Kay Johnston,  
Susan Pape, Jim Raleigh

**First Class Mail**

**Tax Supervising & Conservation Commission**  
724 Mead Building  
421 SW Fifth Avenue  
Portland, Oregon 97204-2189  
M-904

**BOGSTAD Deborah L**

---

**From:** FORD Carol M  
**To:** FARRELL Delma D  
**Cc:** BOGSTAD Deborah L  
**Subject:** BCC Meeting to discuss City/County issues  
**Date:** Tuesday, August 13, 1996 4:50PM

Delma -

At the joint Cities/County meeting today - the group decided that they would meet again in early October:  
- To discuss Chamber of Commerces' report on the financial impacts of cut & cap.

- To pool each jurisdiction's top three City/County joint issues and decide which ones to work on and who/process to work on them (C-4 group, or policymaker's group, etc.)

For the BCC to come up with their three issues - Bev wants to schedule a two-hour session between the Sept 17 benchmarks retreat - where they will select priority benchmarks - and the October meeting. Probably the last week of Sept. She wants to process selection of the County's three issues based on the priority benchmarks.

Bev asked me to work with you (and Deb) to set up this meeting - so that the BCC knows she is taking care of the process. Like a BCC briefing or worksession? I don't know what you call it.

Thanks..... Carol



## Beverly Stein, Multnomah County Chair

Room 1515, Portland Building  
1120 S.W. Fifth Avenue  
Portland, Oregon 97204

Phone: (503) 248-3308  
FAX: (503) 248-3093  
E-Mail: MultChair@aol.com

August 13, 1996

TO: BCC

FROM: Beverly

RE: Ballot Measures

I think the joint meeting today was very good. One of our tasks is to identify ballot measures which we would like added to the list of ones we might ask the Chamber group to evaluate. I have a feeling we can't ask them to do too many. Please mark your top 5 on the attached with #1 being your highest priority and #5 your lowest. I will add up the totals and report them in order of our collective preference.

**Please return this by Friday morning as we told Tim Grewe we would have this to him by Friday.**





CITY OF  
**PORTLAND, OREGON**  
OFFICE OF CITY ATTORNEY

Jeffrey L. Rogers, City Attorney  
1220 S.W. 5th Avenue  
Portland, Oregon 97204  
(503) 823-4047

January 13, 1993

INTEROFFICE MEMORANDUM

TO: Mayor Vera Katz

FROM: Jeffrey L. Rogers  
City Attorney *JLR*

Peter Kasting  
Senior Deputy City Attorney

SUBJ: Status of Resolution A

You have asked for background information and a status report on Resolution A. This review of Resolution A is intended to describe Resolution A and (1) identify problems that have arisen in implementation of Resolution A, (2) describe the role Resolution A has played in the delivery of public services, (3) discuss the extent of its implementation.

1. Background of Resolution A

Resolution A is a resolution adopted by the Multnomah County Board of County Commissioners on March 15, 1983. A copy is attached as Exhibit A. Since it is a resolution, it does not legally bind the county to do anything. That is to say, a court would not compel the county to implement Resolution A. Furthermore, since it was a unilateral county resolution, it does not bind Portland or any other jurisdiction.

The resolution contains several findings about the county's financial inability to continue providing needed "municipal services" in mid-Multnomah County. The resolution defines "municipal services" and other relevant terms as follows:

WHEREAS, "municipal services" is defined as governmental services usually provided by city governments and shall include but not be limited to police service, neighborhood parks, and land-use planning and permits, "urban" shall be defined as governmental service comparable in quantity and quality to incorporated municipalities, and "rural" shall be defined as governmental service comparable in quantity and quality to unincorporated service areas outside urban growth boundaries.



Mayor Katz  
January 15, 1993  
Page 2

It also states that the first priority for county funding should be services that are available to all residents of the county, such as assessment and taxation, elections, corrections, libraries and health services.

Resolution A contains a single directive:

THEREFORE BE IT RESOLVED, that County services generally described as "municipal services" at a level considered "urban" rather than "rural" shall be proportionately reduced starting FY 1983-84 through FY 1986-87 to establish a minimal and essentially rural level of municipal services throughout Multnomah County.

## 2. Relationship to Portland's Urban Services Policy

Multnomah County's Resolution A dovetails with Portland's urban services policy. Portland's current urban services policy is set forth in Resolution No. 33327, adopted on February 23, 1983. A copy of this resolution is attached as Exhibit B. Portland's urban services policy was reaffirmed by the City Council in Resolution No. 34425, adopted on April 27, 1988. A copy of this resolution is attached as Exhibit C. These are both resolutions, and are not legally binding.

Taken together, Resolution A and Portland's urban services policy provide that (1) Multnomah County will get out of the business of providing an urban level of municipal services in unincorporated areas of the county, and (2) Portland acknowledges its role as the principal provider of urban services within its established urban services boundary. See Resolution No. 33327 (Exhibit B) for a description of the conditions under which Portland will provide services in this area.

The attached Exhibit D provides a general description of the types of services provided by Portland and Multnomah County. It also shows how service levels vary depending on whether property is inside the city. This exhibit is part of the information used in the city's annexation program.

Resolution No. 33327 remains in effect until it is changed by the City Council. Resolution A, while it does not contain a termination provision, does not call for any action by the county beyond the 1986-87 fiscal year. Furthermore, as noted, legally they are both statements of policy and intent, not enforceable commitments.

### 3. Implementation of Resolution A and Portland's Urban Services Policy

Resolution A and Portland's urban services policy have been implemented primarily through two mechanisms. The first mechanism is a series of intergovernmental agreements between Portland, Multnomah County and, in some cases, other cities or special service districts. As opposed to the policy setting resolutions, intergovernmental agreements are legally enforceable contracts.

Exhibit E contains a list of these implementing agreements as of 1988.<sup>1</sup> Some of these agreements have expired pursuant to their own terms, and some have ongoing effect. We can compile a detailed report on the status of each agreement, and update the list of agreements, if that is desired.

These policies have also been implemented through Portland's annexation program. Between 1983 and the end of 1992, the annexation program brought 73,105 citizens within Portland's boundaries. The annexed property has an assessed value of approximately \$ 2.16 billion. The percentage of Multnomah County's population residing in unincorporated areas has decreased from 26.8% in 1980 to 11.4% in 1991.<sup>2</sup>

The urban services policy has implications for land use planning, facilities planning and other city activities. Many city activities would probably be approached differently if the city did not anticipate eventual annexation of the property within its urban services boundary. In a sense, some of these activities are part of implementing the urban services policy. For example, City Council cited the urban services policy as part of the justification for adopting the Mid County Sewer Financial Assistance Program. See Ordinance No. 165188, adopted March 11, 1992.

### 4. Problems Encountered During Implementation

The most significant problem encountered during the implementation of these policies involved the Road Transfer Agreement. In 1989, the Multnomah County Board of County Commissioners voted to withhold gas tax revenues that Portland believed should have been transferred to the city pursuant to the

---

<sup>1</sup>This list comes from the Urban Services Policy / Annexation Program Five Year Review, issued by OFA in March 1988.

<sup>2</sup>These percentages are from the CPRC at PSU, as reported in the Gresham Outlook on 11/18/91.

Mayor Katz  
January 15, 1993  
Page 4

intergovernmental agreement. The details of the dispute are complex, and beyond the scope of this memo.<sup>3</sup> The dispute resulted in the renegotiation of the Road Transfer Agreement, which has since functioned smoothly.

Several of the intergovernmental agreements have resulted in complex legal problems for the city. These problems arose primarily from the transfer of county employees to the city. Differences in union contracts, pension plans and other factors have made the transition of these employees complicated.

While it might not be appropriate to characterize this as a problem with implementation, it might be noted that Multnomah County has reduced its support for Portland's annexation program. Prior to 1990, Multnomah County voluntarily contributed staff and/or money to the city's annexation program. This was discontinued in 1990. Multnomah County is not under any obligation to provide this support.

#### 5. Successes During Implementation

It might be appropriate to also note a few of the implementation measures that have been completed successfully (despite occasional complications). For example:

1. The transfer of many deputy sheriffs to the Portland Police Bureau.
2. The transfer of jurisdiction over 391 miles of road from the county to the city between 1984 and 1991.
3. The development of a zoning conversion system to quickly replace county zoning designations with city zoning designations when property is annexed.
4. The transfer of building inspection functions from the county to the city.
5. The possible transfer of zoning administration within the urban services boundary from the county to the city. (This is still under discussion.)

---

<sup>3</sup>If you would like details about this dispute, the best source of information would be Kate Deane in the Bureau of Traffic Management. (796-7569).

Mayor Katz  
January 15, 1993  
Page 5

## 6. Additional Considerations

Governor Goldschmidt's task force on the provision of public services contains several recommendations regarding delivery of public services in the Portland metro area. Resolution A and Resolution No. 33327 have a bearing on these recommendations.

Please let us know if you would like more detailed information about any of the matters discussed in this overview of Resolution A.

c: Sam Adams

JLR/PAK:pk  
f:\pete.wrk\resolut.a

BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF MULTNOMAH COUNTY, OREGON

In the matter of Phasing Out of Delivery of )  
Urban Level of Services in the Unincorporated )  
Area of Multnomah County during the next three ) RESOLUTION  
years (Resolution A) )

WHEREAS, the Board of County Commissioners is considering the mission and purpose of Multnomah County; and

WHEREAS, the 150,000 persons currently residing within Multnomah County's urban growth boundary outside incorporated cities require long-range planning for services; and

WHEREAS, it is in the public interest to clearly express the County's mission regarding providing services in mid-Multnomah County; and

WHEREAS, Multnomah County's resources are insufficient to continue current service levels and the government is facing a significant revenue shortfall of approximately \$14 million in general resources for FY 1983-84; and

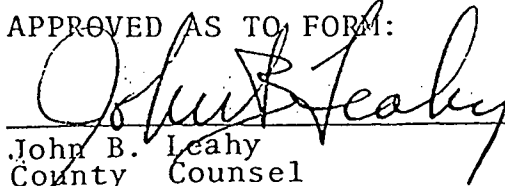
WHEREAS, the first priority for the available resources of Multnomah County shall be for those services available to all residents of the County, such as Assessment and Taxation, Elections, Corrections, Libraries and Health Services; and

WHEREAS, "municipal services" is defined as governmental services usually provided by city governments and shall include but not be limited to police service, neighborhood parks, and land-use planning and permits, "urban" shall be defined as governmental service comparable in quantity and quality to incorporated municipalities, and "rural" shall be defined as governmental service comparable in quantity and quality to unincorporated service areas outside urban growth boundaries.

THEREFORE BE IT RESOLVED, that County services generally described as "municipal services" at a level considered "urban" rather than "rural" shall be proportionately reduced starting FY 1983-84 through FY 1986-87 to establish a minimal and essentially rural level of municipal services throughout Multnomah County.


ADOPTED March 15, 1983

APPROVED AS TO FORM:

  
John B. Leahy  
County Counsel

(SEAL)

BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

By   
Gordon Shadburne  
Presiding Officer

WHEREAS, the City of Portland finds there is a need for a higher level of urban services in the urbanized, unincorporated area surrounding Portland, and that it is in the City's interest to participate in resolving the service needs; and

WHEREAS, the City recognizes the integrated nature of the metropolitan area and the essential role of the central city and wishes to enhance the economic well-being of the entire area; and

WHEREAS, the present lack of services constrains the region's economic growth and its residential, commercial and industrial development; and

WHEREAS, the service deficiencies may also create long-term health hazards for the region; and

WHEREAS, the City has established the existing physical, financial and institutional capacity to serve a wider area, particularly for the most costly, capital-intensive services such as sanitary sewage collection and treatment and drinking water; and

WHEREAS, future jobs for City residents depend upon timely provision of a full range of urban services to developable industrial sites, while many of the region's potential industrial sites presently unserved are located within the City's rational service area, but outside present City boundaries; and

WHEREAS, the City finds it must establish an urban services boundary to know where it will ultimately be responsible for providing services so that it may efficiently plan, design, finance, and construct facilities to serve both existing and prospective areas; and

WHEREAS, the City's Comprehensive Plan calls for an urban services boundary, prepared in coordination with Multnomah County and adjacent jurisdictions; and

WHEREAS, the City of Portland finds Portland taxpayers may bear a significant cost of future services to the urbanized, unincorporated area surrounding Portland, even if these services are delivered by other jurisdictions, and that there is a need to spread the cost of providing urban services in the region more equitably among all residents and property owners receiving services; and

WHEREAS, the City finds that the most cost effective and rational method for the delivery of urban services within the urban services boundary is through full-service city government but is prepared to consider other service delivery approaches that may be effective and efficient, such as contract agreements with those desiring City services; and

WHEREAS, the City is prepared to provide property owners and residents in portions of the urbanized, unincorporated area with the option of receiving urban services from Portland upon request of those desiring such services;

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Portland that the City of Portland hereby adopts the following Urban Services Policy:

1. The City shall establish, in cooperation with neighboring jurisdictions, an urban services boundary for the City of Portland that defines a rational service area within which the City can meet the service needs most effectively and at the lowest cost. The urban services boundary shall be approved by the City Council upon completion of the public process provided for amendment of the City's Comprehensive Plan and may be amended from time to time in accordance with this policy and the Comprehensive Plan.

2. The City shall acknowledge its role as principal provider of urban services within the established boundary and plan for the eventual delivery of urban services according to a phased program of improvements meeting the service needs of individual areas.
3. The City shall coordinate closely with other jurisdictions providing services within the established Portland urban services boundary to ensure continuing delivery of effective and efficient urban services.
4. The City shall consider requests for delivery of service within the urban services boundary wherever the following conditions exist:
  - A majority of residents and property owners within an area to be served desire delivery of services by the City of Portland.
  - The City can meet the new demands without diminishing its ability to serve existing City of Portland residents and businesses.
  - The City can supply the needed services most effectively and efficiently.
  - The City can expect to recapture its service investment.
5. The City shall deliver services within the urban service boundary by means of annexation to Portland or, on an interim basis, through alternative approaches that are demonstrated to be in the best long-term interest of both the City and future service areas.
6. The City shall consider delivery of services to areas outside the established City of Portland urban service boundary only where the City determines that there is a clearly defined need for each service, that expansion of the urban services boundary and full-service provision to the City are not appropriate, that the conditions in number 4., above, are met and that improved services may be expected to enhance the City's ability to meet the service needs of existing City residents and businesses.
7. The City shall initiate and maintain a public education program within the Portland urban services boundary to inform residents and property owners of the need, benefits and costs to deliver City of Portland services within the area. The City will coordinate this public education program with similar efforts by service providers and community organizations operating in the Portland metropolitan area.
8. The City shall provide for a process of public participation in the implementation of this policy, assuring that property owners, residents, and existing community organizations in areas affected by proposed changes in service delivery have opportunity to review and comment on plans for such changes.

BE IT FURTHER RESOLVED that nothing in the Urban Services Policy shall be construed to amend or repeal the City of Portland's existing service and annexation commitments stated in Resolutions 31762 and 32750.

Adopted by the Portland City Council  
February 23, 1983

## RESOLUTION NO. 34425

WHEREAS, the City of Portland has an adopted Urban Services Policy (Resolution No. 33327) which provides for the establishment of an Urban Services Boundary and establishes the City's role as the principal provider of municipal services within that boundary; and

WHEREAS, the Urban Services Policy found that there is a need for a higher level of urban services in the urbanized unincorporated areas within the City's Urban Service Boundary than can be provided by Multnomah County; and

WHEREAS, the Urban Services Policy states that the City shall consider annexation of and delivery of services to areas when a majority of residents and property owners within an area desire to annex to the City of Portland; and

WHEREAS, the Urban Services Policy committed the City to initiate and maintain a public education program within the Portland Urban Services Boundary and to provide for public participation in the implementation of this policy; and

WHEREAS, Portland made assurance to the 1987 Legislature not to use the triple majority annexation method within the mid-Multnomah County portion of Portland's Urban Services boundary; and

WHEREAS, the City Council currently has a policy (adopted as Resolution No. 34250 on February 25, 1987) of initiating annexations by the resolution method, ORS 199.490(1)(a), until the status of triple majority statutes is clarified. Resolution No. 34250 also changed Council policy regarding the effective date of annexations from immediately upon approval of the Boundary Commission Final Order to June 30; and

WHEREAS, the change in the effective date reflects a more fiscally responsible approach to delivery of services in annexed neighborhoods, and insures that the City will begin delivering services at the same time revenues become available to pay for those services; and

WHEREAS, the double majority annexation method, ORS 199.490(2)(a)(B), enacted by the Legislature in 1987, requires majority consent from both a majority of the registered voters and the owners of a majority of the real property area within specified geographic boundaries for an annexation proposal to qualify for Boundary Commission consideration; and

WHEREAS, the Council of the City of Portland finds that the double majority method should be used in future annexations since it best satisfies the provisions of the Urban Services Policy which call for involvement of both voters and property owners in the affected areas; and

WHEREAS, the City Council recognizes that other annexation methods provided by statute, such as the resolution or island method, may also be used when conditions warrant; and

WHEREAS, Multnomah County's policy and financial support has been fundamental to the successes of the program so far, and continued political support, financial assistance, and cooperation in carrying out intergovernmental agreements is essential to fruition of the program; and

WHEREAS, some 57,000 Multnomah County citizens have annexed to Portland since the Policy was first adopted, and 47,000 residents in urban, unincorporated Multnomah County within Portland's Urban Services Boundary have yet to annex; and

WHEREAS, the Council has reviewed a Five- Year Report on the Status of the Urban Services Policy and Annexation Program, attached hereto as Exhibit I, which concludes that the initial reasons for the program are still valid and many of the objectives of the program have been met. The Council concurs with the facts, conclusions, and recommendations therein; and

WHEREAS, Portland and Multnomah County have reviewed the progress of the program and find that a measured pace of activity, designed to substantially complete annexations in Multnomah County by 1993 is generally the most desirable and achievable time frame; and

WHEREAS, the City Council wishes to provide direction for the future of the Urban Services Program that will define the ultimate boundaries of the City of Portland within Multnomah County.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland that the following policies and directions are adopted for the future of the Urban Services Program within Multnomah County:

Section 1. The City of Portland shall not utilize the triple majority method of annexation within its Urban Services Boundary in mid-Multnomah County.

Section 2. When there are unincorporated pockets within the City of Portland that complicate service delivery efforts by City and County governments, the City of Portland will consider utilizing the island method of annexation in order to rationalize governmental service boundaries.

Section 3. The City Council supports use of the new Double Majority Method of annexation because this new method provides for higher guaranteed participation and evidence of support for annexation by both property owners and resident voters; and because this method of annexation comes closest to the goal in the adopted Urban Services Policy of involving both landowners and voters in annexation decisions.

Section 4. The City will seek a continued financial and political partnership with Multnomah County in this program that is nationally recognized as a unique example of intergovernmental cooperation and clarification of governmental service roles.



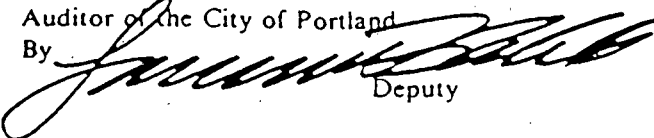
## RESOLUTION No.

Section 5. The Council of the City of Portland desires to complete annexations within its Urban Services Boundary in mid-Multnomah County under this Urban Services Policy in a manner that:

- a) Fully informs prospective residents about the direct services and other benefits available from joining the City of Portland so that these individuals can make informed decisions about annexation, and
- b) Retains the City's commitment to insuring a high level of citizen participation and support for annexations, and
- c) Proceeds at a pace that allows an adequate quality and quantity of urban services to be provided to annexed neighborhoods, and
- d) Continues the effective date for annexations of June 30, unless Council specifies otherwise on a case-by-case basis, and
- e) Maintains service levels within the existing City over the long-term, and
- f) Completes annexations within the Multnomah County Urban Services Boundary by approximately 1993.

Adopted by the Council, APR 27 1988

Mayor Clark  
SCB:jt  
April 21, 1988

BARBARA CLARK  
Auditor of the City of Portland  
By 

Deputy

Phone 823-6963

**URBAN SERVICES**

(East Portland)

**DELIVERED  
INSIDE PORTLAND****TYPE OF  
SERVICE****DELIVERED  
OUTSIDE CITIES****YES!**

Portland offers an urban level of police protection.

Urban levels of  
Police Protection

**NO!**

Multnomah County offers a rural level of sheriff protection, provided through the basic county wide levy.

**YES!**

Portland offers an urban level of fire protection.

Fire  
Protection

**YES!**

This service is provided through a contract with the city of Portland under a levy by Fire District #10.

**YES!**

Portland offers an urban level of park maintenance for 200 parks.

Park  
Maintenance

**NO!**

Multnomah County maintains regional parks and greenspaces only ( Blue Lake, Glendoveer, Oxbow, and Begger's Tick) .

**YES!**

Portland offers recreation and community school programs for residents for all ages.

Park Recreation and  
Community School  
Programs

**NO!****YES!**

Portland offers funding for neighborhood associations.

Neighborhood  
Associations  
Crime Prevention  
Neighborhood Mediation

**NO!****YES!**

Portland offers neighborhood enforcement on abandoned cars and unsightly yards.

Nuisance  
and  
Code Enforcement

**NO!****YES!**

Portland offers a reliable water supply from Bull Run.

Water  
Services

**YES!**

Local water districts act as middlemen and purchase Bull Run water from Portland to serve their customers.

**YES!**

Urban Levels of  
Planning/Zoning

**NO!****YES!**

Portland offers an urban level of street maintenance, traffic management, engineering and planning.

Urban Levels of Street  
Maintenance and Traffic  
Management

**NO!**

Multnomah County offers only a rural level of street maintenance.

**YES!**

The city installed over 500 new street lights in 1990.

Street  
Lighting

**YES!**

Multnomah County provides basic street lighting.

**Multnomah County Services  
provided through property taxes  
collected County wide  
inside and outside of cities**

---

Services delivered  
INSIDE Cities

Services delivered  
OUTSIDE Cities

YES!

ELECTIONS

YES!

YES!

HEALTH & HUMAN  
SERVICES

YES!

YES!

LIBRARIES

YES!

YES!

JAILS & JUSTICE  
SYSTEM

YES!

YES!

ANIMAL  
CONTROL

YES!

YES!

ASSESSMENT  
AND  
TAXATION

YES!

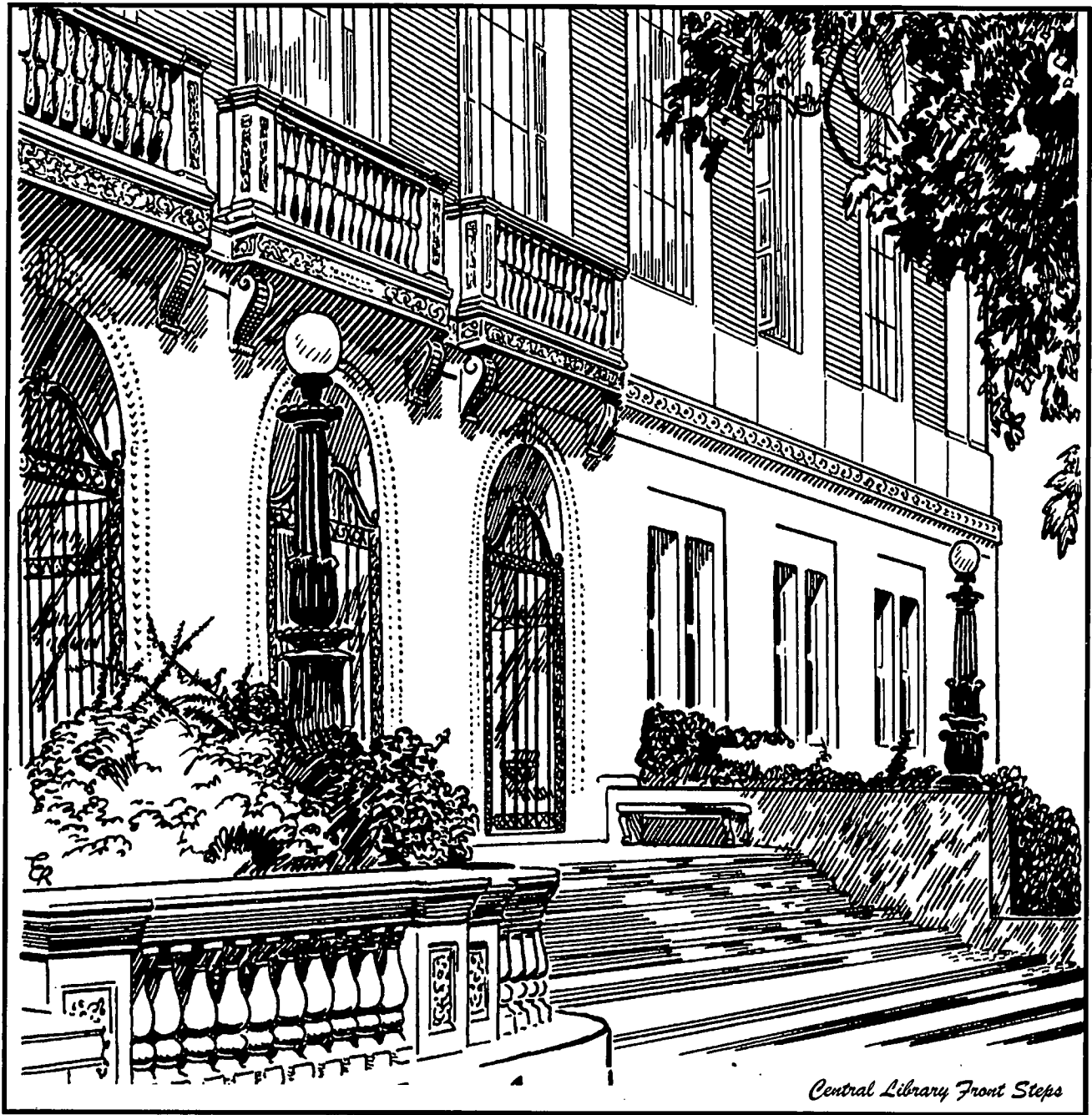
YES!

RIVER PATROL

YES!

**INTERGOVERNMENTAL AGREEMENTS**

Multnomah County Resolution A  
Portland Urban Services Policy  
Gresham Urban Service Agreement  
Multnomah Fire District #10 Agreement  
Clackamas Fire District #1 Agreement  
Portland/Gresham Fire District #10 Agreement  
Urban Services Transition Agreement  
Police Service Transition  
Sheriff's Sworn Personnel Agreement  
Multnomah County Non-Sworn Personnel Agreement  
Transportation, Personnel and Equipment Agreement  
Signal & Street Lighting Agreement  
Road Jurisdiction Transfer  
City-County Service Evaluation Task Force Ordinance  
Columbia Corridor Task Force  
Airport Way Advisory Committee  
Inverness Sewer Agreement  
Sewer Consortium Activities  
Sanitary Sewer Operations & Maintenance Agreement  
Parkrose Water District  
Rose City Water District  
Powell Valley Water District  
Sylvan Water District  
Other Water District Agreements (in process)  
Parks Master Plan -- County/Portland/Gresham  
Neighborhood Park Property Transfers (ongoing)  
Cable Television Franchise Amendment  
Building Permit Inspection Transition  
Land Use Transition (partial 7/1/84)  
City/County Area Agency on Aging  
City/County Emergency Basic Needs Task Force  
Lodging Tax Collection and Transfer Agreement  
Annexation Petitions for County Owned Land



# Multnomah County

Adopted Budget  
Budget-in-Brief  
1996-97

## About the Cover

Historic Central Library has been closed for renovation since December 1995, and is expected to reopen in the spring of 1997. Prior to beginning the 2-1/2 year, \$24.6 million renovation project, Central's extensive books and materials were moved to TransCentral Library, a temporary facility located at Fourth and Columbia streets in downtown Portland.

The 83-year old building, which is on the National Register of Historic Places, was completed in 1913. This line drawing, artist unknown, first appeared on a publication entitled "The First 100 Years", published in 1964 on the occasion of the Library's 100th birthday.

## About the Artist

The artist of this line drawing is unknown to the Library. As the Budget Office was preparing this line drawing for reproduction, we believe we identified the initials of the artist. If you look on the lower left side of the drawing, right atop the railing, we believe you will see the initials "E.R.". We don't think this is the artist's attempt to draw more leaves on the bush above it.

Can you help us identify the artist?

# Multnomah County

## Adopted Budget-in-Brief 1996-97

### Board of Commissioners

Beverly Stein, County Chair  
Dan Saltzman, Commissioner District 1  
Gary Hansen, Commissioner District 2  
Tanya Collier, Commissioner District 3  
Sharron Kelley, Commissioner District 4

### Elected Officials

Gary Blackmer, Auditor  
Dan Noelle, Sheriff  
Mike Schrunk, District Attorney

### Appointed Officials

Elyse Clawson, Juvenile Justice  
Ginnie Cooper, Library  
Tamara Holden, Community Corrections  
Jim McConnell, Aging Services  
Larry Nicholas, Environmental Services  
Billi Odegaard, Health  
Lorenzo Poe, Community & Family Services

# Multnomah County

## Budget-in Brief 1996-97

### Budget & Quality Staff

Wendy Byers  
Mark Campbell  
Jim Carlson  
Barry Crook  
Tom Darby  
Karyne Dargan  
Keri Hardwick  
Ching Hay  
Mark Lear  
Kathy Nash  
John Rakowitz  
Chris Tebben  
Dave Warren

The Budget & Quality staff would like to acknowledge the considerable time and effort contributed to the preparation of this document by employees throughout the County. We would like to particularly thank the following individuals:

Larry Aab  
Patrick Brun  
Lance Duncan  
Kathy Gillette  
John Legry  
Tom Simpson  
Meganne Steele

Kelly Bacon  
Susan Clark  
Marie Eighmey  
Gloria Fisher  
Mike Oswald  
Curtis Smith  
Kathy Tinkle

Dave Boyer  
Becky Cobb  
Tom Fronk  
Larry Kressel  
Barbara Simon  
Diane Lewis Smith

and Bill Farver





GOVERNMENT FINANCE OFFICERS ASSOCIATION

*Distinguished  
Budget Presentation  
Award*

PRESENTED TO  
Multnomah County,  
Oregon

For the Fiscal Year Beginning  
July 1, 1995

*Arthur R. Lynch* *Jeffrey L. Esser*  
President Executive Director

# Multnomah County Adopted Budget 1996-97

## Budget-in-Brief

### Table of Contents

Message from the County Chair .....	1
Budget and Quality Manager's Message .....	11
Aging Services .....	21
Community Corrections .....	25
Community & Family Services .....	28
District Attorney's Office .....	31
Environmental Services .....	33
Health .....	36
Independent Organizations .....	40
Juvenile Justice .....	42
Library .....	45
Nondepartmental .....	48
Sheriff's Office .....	51
Department of Support Services .....	54
Appendix .....	57
Summaries .....	63
Further Information Sources .....	69



## Beverly Stein, Multnomah County Chair

Room 1515, Portland Building  
1120 S.W. Fifth Avenue  
Portland, Oregon 97204

Phone: (503) 248-3308  
FAX: (503) 248-3093  
E-Mail: MultChair@aol.com

### EXECUTIVE BUDGET MESSAGE

Thursday May 2, 1996

Presented by Chair Beverly Stein

This 1996-97 budget is shaped by a number of significant challenges which have long term implications. In this budget I have tried to initiate course adjustments to position the County to respond to changes we know are coming.

Some of the challenges this budget attempts to respond to are:

- Reductions in federal and state funding, in particular the impact on health care, programs for the elderly, domestic violence and homeless interventions
- Supporting financially stressed schools to achieve their mission of educating our youth
- Investing in support for children and families and crime prevention to avoid even more expensive future interventions and recognizing the importance of system changes in the areas of public safety and support for children and families
- Maintaining our investments in our human, technological, evaluation and physical infrastructure to insure cost effective services

In preparing this budget I have been consistently mindful of the Urgent Benchmarks adopted by the Board of County Commissioners to guide our policy decisions and shape our investments. In attempting to achieve these Benchmarks, I have proposed combinations of financial investments, increased efforts to collaborate, short and long term planning efforts, and improved capacity to evaluate what we do already.

This budget reflects the significant investments we are making in public safety and our library system through the ongoing and new resources we expect from passage of the public safety and library bonds and levies. The Board has already passed on these budget items which make major investments in increasing our jail capacity, alcohol and drug abuse treatment facilities for offenders, opening up libraries longer hours and improving library facilities.

This year the County will experience a growth of \$16 million in its General Fund. However, almost \$7 million of that will be needed to maintain current services. Of the remainder, \$5 million is ongoing money. Almost one third of that amount, \$1.5 million, is proposed for services of direct assistance to schools. The final \$4 million is one time only money. Again, \$1.5 million of that money is proposed to backfill reductions in crucial support programs for schools and families.

Similarly, the budget proposes to add 190 new employees. However, less than 9 of these are funded through the General Fund. Many of the balance of these positions are directly related to our public safety and library levies or are in recognition of positions added during the last fiscal year, such as staffing the Singles Homeless Assessment Center and Technicians in Community Corrections.

Additional improvements to public safety will come from the use of SB 1145 Community Corrections funds. Later this year, the Local Public Safety Coordinating Council will make programming recommendations to the Board for use of the funds.

This budget builds on significant investments made by the Board in prior years. I would like to note especially enhancements made in the last few years which respond to juvenile crime by providing swift and sure sanctions for offenders early in their involvement with the system and by providing more comprehensive sanctions for sex offenders. We have also made major strides in developing a system of family supports throughout the County using our Family Centers, Caring Communities and neighborhood facilities like Brentwood Darlington as focal points for service delivery and capacity building. We have also deepened our investments in facilities, information technology and training which have improved service delivery and customer satisfaction in the County.

### **Backfilling Federal Cutbacks Selectively**

For many years the Board of County Commissioners has been reluctant to backfill state and federal cuts for fear there is a never ending list of state and federal responsibilities we could take over if we showed we were willing. However, we now find ourselves in a time when the cuts are hitting critical core County services; to ignore them is to ignore aspects of the fundamental mission of the County.

For that reason this budget includes over \$1 million in restorations of federal and state reductions, including funds for primary health care, the homeless, school alcohol, drug and violence prevention services, and congregate and home delivered meals for the elderly. Recognizing this will be an ongoing issue as additional federal cutbacks kick in over the next few years through block grants or entitlement restrictions, I am also proposing that we look carefully at how we are delivering services in these cutback areas and make some long range plans for service changes and advocacy.

### **Analyzing the County's Role in Health Care**

Multnomah County has developed a nationally known system of primary health care clinics. Over recent years that system has been augmented with a variety of public health and primary care programs in neighborhoods, schools and in conjunction with other services. The primary care clinics for many years survived on a funding base of Medicaid fee for service funds.

With the advent of the Oregon Health Plan and the increasingly managed care environment of local health care, maintaining the traditional mission of safety net health care in our clinics is becoming increasingly difficult. Outside of our CareOregon clients, we are picking up the health care of the working poor and others who don't qualify for the Oregon Health Plan. Meanwhile, Medicaid funding for this population is being reduced. This year the reduction for our clinics is \$1.7 million; next year at least an additional \$1 million will be lost.

As managed care becomes the dominant form of health care delivery, we also find ourselves subsidizing managed care organizations because of the excellent ways we have found to increase access and health promotion activities through Parent Child Development Centers, school based health centers, neighborhood outreach efforts and through our primary health clinics.

The real solution for this problem is some form of universal health care reform to assure all people are covered by health insurance. It is my hope that over the next year the Health Department and I will be able to work with private providers in the Oregon Health Systems in Collaboration (OHSIC) group to design a collaborative way of extending health care to

the uninsured. It would not be my goal to reduce our \$4 million general fund commitment to health care, but to figure out if we can leverage this resource with private sector resources to extend access further.

In this budget I have included \$600,000 in one time only money for primary health care services with a commitment from the Health Department to raise an additional \$200,000 through fees. I have asked the Health Department to look at prioritizing services and have included funds for studying access to coordinated, leveraged health care services in the County.

Affordable, accessible, quality health care for all has long been a priority of mine. It saddens me that our County services must be reduced. However, it is important to neither put our heads in the sand and hope that things improve, nor to prop up a system which requires ever increasing taxpayer funds to pay for health care for working people. Instead, I am advocating an aggressive partnership with other stakeholders to transform our health care delivery system. This will certainly involve advocacy with the State to expand the impact of the Oregon Health Plan and other methods of extending health care to the uninsured.

The next year will also bring additional County services into a managed care environment as we implement the children's mental health capitation project and as alcohol and drug treatment services are bought into the Oregon Health Plan. On the State level, Aging Services will be exploring the possibilities for using managed care for long term care for the elderly and people with disabilities. Throughout this budget there are investments to advance our managed care agenda and develop our expertise as Multnomah County emerges as a public sector leader in this arena.

### **Supporting Children and Youth to Succeed in Schools**

The school funding crisis has consumed the largest share of new resources the County has available. I am proposing to use almost 1/3 of our new ongoing money, and over 1/3 of our one time only resources to assist schools. Specifically, I have included more than \$3 million in this budget to help prepare children to enter school, to help teachers and parents ensure that children are safe and stay engaged as productive students once they enter school and to assure that youth graduate from high school.

Approximately one half of this funding will backfill and maintain important support programs in the areas of violence reduction (PAX - Positive Alternative eXperience), alcohol and drug intervention (Counteract, Touchstone), school retention (Hispanic Retention program), and early referral for families with children who are experiencing developmental delays. The backfilled programs are not funded with ongoing money. Consideration of permanent funding for them must be a part of our community's search for an ongoing school funding solution.

The other half of the funding will strengthen the existing partnership between the schools and County service providers. These programs include intervention programs to reduce teen pregnancy, raise the quality of training for family child care providers through the library, stabilize and expand our Healthy Start model which was piloted successfully in Brentwood Darlington, expand the ability of our Parent Child Development Centers to work with 4 and 5 year olds, extend our mental health consulting services to all County Headstarts, and partner with the Campbell Institute to extend the Friends of Children intensive mentoring program.

These expansions are directly linked to the County's Benchmarks for reducing student alcohol and drug use, increasing drug treatment services, reducing violent crime, increasing the success of diversion programs, reducing teen pregnancy, increasing the percentages of children ready to learn on entering school and graduating from school, and increasing access to mental health and health care services.

## **Creating a Continuum of Services for Children and Families**

The Multnomah Commission on Children and Families (MCCF) has provided the County with a philosophy and vision for supporting children and families. The underlying role of the Commission is to advocate for a wellness approach to services that support the resiliency of families and reduction of risks through early intervention along the continuum of ages 0 to 18. This is potentially a radical change in our service system and will take time to implement. However, with shrinking resources it is an essential direction to move. The MCCF is charged with keeping us focused on this change.

In support of this mission, Bill Farver from my office, chaired a Wellness Team which looked at over 35 approaches to expanding our wellness work based on a group of benchmarks identified by the Wellness Subcommittee of MCCF. The Wellness Team included over 40 people from our Health, Community and Family Services, Library and Juvenile Justice Departments as well as representatives from the MCCF, Leaders Roundtable, Portland Parks, Portland Police, Portland Public Schools, Multnomah Education Service District, State Children and Family Services and our Budget and Quality Office.

The projects were ranked using 12 criteria. These recommendations formed the basis for my decisions on requests for funding throughout this budget. These increases include early intervention services for child abuse victims and for girls entering puberty, permanent funding for the Asian Family Center, training funds for individual and community capacity building through the Community Leadership Institute and the Caring Communities, and the schools support package mentioned earlier.

During the deliberations of the Wellness Team, a number of needed system changes emerged which had also been identified by the Commission on Children and Families. These system issues will be addressed in the next year through departments, the Wellness Team, and the MCCF as part of their ongoing work. New funding in this budget is targeted to address systems changes such as:

- Need for standardized data collection for tracking
- Use of "family advocates" for families in crisis
- Changing the norms of society regarding poverty, violence, etc.
- Coordination of services including with schools
- Improved public access to services including evenings, weekends, culturally specific services, neighborhood access, etc.
- Education for providers on diversity issues, collaboration, best practices
- Coordination among case managers
- Better avenues for consumer input
- Encouraging flexible funding mechanisms
- Promoting proactive rather than reactive service models

## **Focusing on Program Evaluation and Outcomes**

During the last year we have made progress in emphasizing evaluations and outcomes for programs. I believe we have a long way to go to have the evaluation capacity we need. However, every year I see progress in our capacity in this area.

Jim Carlson of the Budget and Quality Office has brought together an interdepartmental group of evaluators. During the past year, he has assisted Juvenile Justice in surveying juvenile probationers, provided an initial evaluation of the mental health pre-trial release program, trained department staff on updating and improving Key Results, and awarded the contract for the sex offender residential program evaluation. The Juvenile Justice and Community and Family Services Departments have also made major strides in building outcome measures into their client service contracts.

We are still identifying gaps in our capacity. We hope to remedy those in the public safety system with the assistance of the funds from Public Safety bonds which support information technology. Improvements in our county-wide information technology will provide tools to many people who have not had them and will increase our capacity to work more effectively across department lines. We are working to develop the capacity to evaluate and track clients across departments in both the public safety and social services arenas.

## **Maintaining County Infrastructure for Quality**

With the strong support of this Board, the County is demonstrating results in several areas which are key to building a skilled, productive work force which is the basis for improved effectiveness, efficiency and customer service. Our new training manager, Shery Stump, has worked very closely with our internal management team and has devised a comprehensive training program which supports developing leadership throughout the organization, supports working in teams, provides excellent customer service, and facilitates processes and meetings. The training program includes an evaluation component and is directly connected to the learning objectives necessary to implement RESULTS (Reaching Excellent Service Utilizing Leadership & Team Strategies).

Over the last year RESULTS Teams have reported the following successes:

- Health clinics increased immunization rates of 2-year olds in well-baby programs from 50% to 90%
- Information Services reduced unnecessary reports for expected annual savings of \$21,000
- Dental clinics decreased clients on waiting list and improved access time by 50%
- Health Community Test Site Program improved fee collection for HIV testing with anticipated additional revenues of \$20,000/year
- Health Field Services improved identification of Medicaid eligible visits at clinics with an anticipated revenue increase of \$33,000/year
- TransCentral Library increased customer satisfaction, decreased the delivery time of reserved materials and improved the location of multi-media materials
- Brentwood Darlington health clinic increased the rate of early referrals for post-natal visits

This is just a sampling of the cost savings and improved services our employees are creating.

We have continued our increased commitment to facilities maintenance although we are still not reducing our backlog of deferred maintenance. We hope, through the bonds, to deal with some of our facilities needs in two key areas for County services - public safety and the libraries.

I can report dramatic progress to you in implementing the Strategic Plan for Information Technology. In this budget, the County has made a long term commitment to effective use of information technology. Departments have determined the resources they need, and we have funded the acquisition and have begun funding the replacement costs for this important infrastructure component. We have provided funding for the conversion to a standard office software suite intended to speed effective interdepartmental communication. There are funds for training necessary to meet the technological needs of our work force, and for positions within departments to assist in hardware and software support and training. The County will have new capacities to plan, manage data, integrate public safety and human services data, and develop applications for geographic information services.

### **Strategic Investments in Urgent Benchmark Priorities**

Major funding decisions continue to be linked to our Urgent Benchmarks. We had three benchmark forums this year and will continue this format next year. I also hope to move our budgeting process toward an even greater emphasis on the benchmarks. As part of that effort, I am proposing the Board have a day long work session this September to re-evaluate and reaffirm our Urgent Benchmarks.

In this budget, I am proposing the following efforts to address specific Urgent Benchmarks:

- **Reduce Teen Pregnancy**
  - Expansion of STARS (Students Aren't Ready for Sex) to all interested six graders in the County
  - Expansion of WYN (Waiting for Your Next) to cover teen parents and their partners
  - Provide Family Centers the ability to intervene earlier in the lives of pre-adolescent girls
- **Increase Percentage of Drug-Free Babies**
  - Stabilization of the Brentwood Darlington Community Health Team and expansion to other districts
- **Reduce Domestic Abuse/Child Abuse**
  - Provide ability of Family Center personnel to intervene earlier with families who could use support
  - Provide intensive mentoring services through the Friends of Children program
  - Expand the Parent Child Service Centers to a seventh site at the Asian Family Center
- **Spousal Abuse**
  - Provide expanded out of shelter services to victims of abuse unable to access shelter services
  - Provide continuation of some support for legal assistance for victims of abuse
- **Elder Abuse**
  - Expand Elder Hotline to more adequately handle a variety of needs of elders
  - Expand assistance for the public guardian program to deal with increased caseloads
- **Reduce Student Alcohol and Drug Use**
  - Provide continuation funding for Counteract and Touchstone programs formerly funded through Portland Public Schools
  - Expand Touchstone model to additional County schools



- **Reduce Violent Crime - Adult**
  - Open additional jail beds with the passage of the Public Safety Levy and Bond
  - Remodel current jails to make more efficient use of space and increase capacity
  - Open additional secure alcohol and drug treatment beds
  - Provide additional patrol services to residents of unincorporated East County
- **Reduce Violent Crime - Juvenile**
  - Complete additional capacity at Juvenile Home
  - Begin operation of residential sex offender program
- **Increase Success of Diversion Programs - Adult**
  - Open additional secure alcohol and drug treatment beds as a step in the sanction and treatment continuum
  - Annualize funding for and evaluate success of pilot mental health diversion program
- **Increase Success of Diversion Programs - Juvenile**
  - Expand Juvenile efforts in Payback and Community Service / Restitution programs
  - Pilot truancy program with PAX in two neighborhoods
- **Reduce Recidivism - Adult**
  - Pilot an approach to deal with repeat African-American offenders
  - Provide opportunities for offenders sentenced through SB1145 to receive treatment, job training and housing to end criminal activity
- **Reduce Recidivism - Juvenile**
  - Stabilize the flexible funding approach for young offenders
  - Provide computer education and training opportunities for offenders within Juvenile Detention
- **Increase Drug Treatment Services**
  - Provide continuation funding for Counteract and Touchstone programs formerly funded through Portland Public Schools
  - Expand Touchstone model to additional County schools
  - Open additional secure alcohol and drug treatment beds as a step in the treatment continuum
- **Increase Health Care Services**
  - Begin discussions with other major health care providers aimed at stabilizing and expanding the primary care coverage for our community
  - Provide bridge funding to mitigate impact of federal reductions
- **Increase Mental Health Services**
  - Open County Mental Health Triage Center
  - Expand mental health consultation services to children and families in County Headstarts

- **Increase County Work Force and Contractor Diversity**
  - Contract with City of Portland to expand our M/WBE programs
  - Work with other jurisdictions to respond to results of the disparity study
  - Fund annual County diversity conference
- **Increase County Government Accountability and Responsiveness**
  - Centralize and expand Information and Referral Services Countywide
  - Provide more accessible services countywide:
    - East County Focal Point for Aging Services
    - Family Resource Center coordinators in 3 Caring Communities

### **Getting Ahead of the Curve: Linking Social Services with Jobs**

The County's goal of quality of life for all citizens and commitment to children growing up with hope for the future are closely tied to the economic viability of families. Almost all of the County and Commission on Children and Families Urgent Benchmarks can be linked to the condition of poverty.

I think we share a belief that the best route out of poverty or low wage jobs is a living wage job. As safety net and human services resources diminish in relationship to the need, the imperative to think in terms of economic self sufficiency within a healthy community is even greater. We recognize at the same time we cannot abandon our commitment to being the safety net of last resort for people who are not able to take care of themselves. Over the last year the County has begun to involve itself in the issues of work force preparation and jobs as a result of our stewardship of the Strategic Investment Program (SIP). We have learned a lot about what is necessary to secure jobs for people--- make sure they can do the jobs and keep the jobs. Commissioners Collier and Kelley have done an excellent job of steering this process.

Traditionally the social service delivery system and the work force preparation and "job-getting" systems have been separated by jurisdiction, priority and sometimes philosophy. Using what we have learned from the SIP process, I will be offering the Board a policy paper in the near future defining a proposed role for the County in work force. I expect the policy to emphasize orienting our service providers to think in terms of jobs, providing information to social service providers about work force resources and to informing people in the work force system about available social services. The focal point will be how to take advantage of a strong economy with low unemployment to secure employment opportunities for County clients including ex-offenders, single parents, people with low wage jobs who depend on County services like health care, and people with other barriers to employment.

### **Thanks and Appreciations**

Special thanks for budget preparation this year go to Dave Warren, who again shepherded the process, to Keri Hardwick and Chris Tebben, for developing a new budget database system and providing analysis and advice for the wellness process.

The Budget Team at Juvenile Justice planned and developed their budget using a cross-sectional team of department employees, while the Health Department continued to decentralize their budget making process throughout the department. I applaud these efforts in involving and collaborating with employees. The entire budget staff, under the direction of Barry Crook, was able to engage with departments early in the process on their key issues and provided careful analysis of departmental submissions.

Thanks also to the citizen members of our Citizen Budget Advisory Committees who provided a sounding board and reflective thinking on many budget issues.

## BOARD BUDGET NOTES

### POTENTIAL CONTINGENCY TRANSFERS THE BOARD WILL ENTERTAIN DURING 1996-97

#### GENERAL FUND CONTINGENCY

The Board will consider requests for transfer from General Fund contingency during 1996-97 to address the following issues. At the time the budget was adopted, the Board was not prepared to allocate resources to deal with these problems either because the cost was not known at that time or because the Board was not satisfied that the actions proposed were in a form final enough to be approved.

- Mental Health Triage Center - Possible requirement to increase funding
- Children's Mental Health Capitation - Possible reserve requirements
- Infrastructure support for workforce development - In addition to SIP funding
- Youth Investment Program- Backfill lost Federal and State revenue
- Alcohol and Drug Assessment - Streamline and consolidate assessment methodologies on intake into jail
- In Jail programs - Pilot project to replace daytime TV with counseling and education programs
- Community Health Clinics Coalition - Grant process to address niche populations not adequately served by OHP and to stimulate fundraising efforts.
- Domestic Violence
- Programs to deal with adolescent girls
- Courthouse consultant

#### PUBLIC SAFETY LEVY CONTINGENCY

The Board will consider a transfer from the Levy Fund contingency during 1996-97 to implement a hiring process for additional Corrections Officers and staff, after reviewing the Sheriff's recruitment plan emphasizing enhanced minority and female recruitment efforts at the local level. The Board will also consider a transfer to cover the cost of early hires of Corrections staff associated with opening new beds in facilities under construction.

### BRIEFING REQUESTED BY THE BOARD DURING 1996-97

Both the Library and Aging Services provide telephone access to citizens, a reference line in the Library and the Senior Helpline in Aging Services. The Board requests Aging Services and the Library to provide a joint briefing about the potential of linking these programs to save money and provide enhanced service. And finally, I want to especially thank Bill Farver for his thoughtfulness and careful analysis in helping to build this budget.



## MULTNOMAH COUNTY, OREGON

BOARD OF COUNTY COMMISSIONERS  
BEVERLY STEIN  
DAN SALTZMAN  
GARY HANSEN  
TANYA COLLIER  
SHARRON KELLEY

BUDGET & QUALITY OFFICE  
PORTLAND BUILDING  
1120 S.W. FIFTH - ROOM 1400  
P. O. BOX 14700  
PORTLAND, OR 97214  
PHONE (503)248-3883

TO: County Chair Beverly Stein  
Commissioner Dan Saltzman  
Commissioner Gary Hansen  
Commissioner Tanya Collier  
Commissioner Sharron Kelley

FROM: R. Barry Crook, Budget & Quality Manager

DATE: July 1, 1996

SUBJECT: Adopted Budget for FY 1996-97

---

### Overview

I want to try to summarize for you the numbers in the adopted budget. The Board of County Commissioners has adopted a budget for Multnomah County, for all funds, that will expend \$781.9 million. This represents a increase from the prior year of \$207.6 million or 36.1%. While this appears at first to be extraordinary, one must consider the increases associated with the following five initiatives:

- construction/equipment funding associated with existing and with new General Obligation Bond authorization approved by voters in the election of May 21st (\$100 million),
- Senate Bill 1145 funds that come to the County from the State (\$43.4 million),
- the Children's Capitation Project (\$12 million),
- increases in the Serial Levies for the Library and Public Safety (\$9.6 million) approved by the voters in the May 21st election, and
- the County's contribution of \$10 million to the school districts within the County boundaries.

Those five areas alone account for \$175 million of the \$207.6 million increase, or 84.3% of the total increase.

The County has 42 different funds (not including trust & agency funds) that account for its expenditures, 24 of them will increase next year, 8 will decrease, 9 are new from last year, and 2 will cease to exist.

### *Further Explanation of Changes*

The net increase across all County funds is a result both of program growth that is, generally, in line with historic trends and of several more unusual changes in the County's expenditure patterns. These include:

1. increases in the General Fund associated with various program increases (\$26.5 million) that are being funded from the proceeds of a growing and healthy economy (the growing assessed value of property has removed property tax compression, and the growth in the current Business Income Tax collections -- growth that is not associated with the Chair's School Funding proposal, which never came to a vote before the Board) and the County's reserves:
  - \$6.4 million to maintain current service levels for current programs (constraint budgets, restorations to constraint cuts in order to maintain current service levels, and PC flat fee funds for the Sheriff's Office and the District Attorney's Office) ,
  - \$5.0 million in *ongoing* expenditures for new programs,
  - \$14.1 million for *one-time only* expenditures (including the \$10 million in contributions to the various school districts within the County).

There was also \$890,000 in indirect cost recovery revenue allocated to pay for increases in support services.

2. increases that come from the new Serial Levies for Libraries and Public Safety which will bring greater revenue into those funds (Library -- \$2.4 million and Public Safety -- \$7.4 million),
3. SB 1145 funds (\$43.4 million) to construct and eventually operate facilities/programs in the Sheriff's Office and Department of Community Corrections associated with the transfer of prison population from state institutions,
4. *increases* in Capital Improvement Programs associated with General Obligation Bond construction efforts for the Library and Public Safety areas (\$100 million) funded both from prior authorizations and the May 21st election,
5. funding associated with the Strategic Investment Program (SIP) -- \$1.7 million,
6. the Children's Capitation Project (\$12 million),
7. Internal Service Fund increases (\$6.2 million),
8. the Edgefield Children Center project (\$2.1 million),

and other increases that I won't list in detail, but which can be observed from the financial summary tables that follow in the document.

Of primary interest to most people though, are the two *major* County funds which were adopted at:

General Fund	\$198.5 million, an increase of 14.8%	25.4% of total County spending
Federal/State Fund	\$199.0 million, an increase of 7.9%	25.4% of total County spending

Total Property Tax collections (the General Fund, the Jail and Library Serial Levies, the Library Bond Sinking Fund, Public Safety Bond Sinking Fund, County School Fund, Road Fund and the Tax Title Fund) are projected at \$158.1 million, a 19% increase over last year. Our projections are that no properties within the County will be subject to compression as a result of Measure 5 limitations, thereby assuring us of collecting our authorized tax levies.

### **General Fund**

Of interest to most of our citizens, is the County's General Fund. It is this fund that expends most of the property tax revenues, even though they account for only about 18.0% of all County revenues.

#### *Sources of Funds*

Property taxes account for approximately 55.8% of ongoing General Fund revenues. For next year, we are predicting that the governments within Multnomah County will be out of tax rate compression, created by the impact of Measure 5 limitations on the cumulative tax rate. So we will collect the full amount of our tax levy. This should provide the General Fund with \$106 million in revenue, a 7% increase from 1995-96.

Business Income Tax receipts are projected at \$34.5 million, an increase of 25.0% over last year's budget and a 9.8% increase over the \$31.4 million we are projecting to collect in the 1995-96 fiscal year.

Environmental Health Fees are budgeted to increase by \$150,000 over 1995-96. The largest increase was in Food Service License Fees which increased by \$90,000, a 9% increase over last year. This is a result of the higher cost of providing the Licensing services, which are recovered in higher fees.

Ambulance fees also increased over last year by \$300,000. We are now able to charge for emergency management, first responder, and Medical Director expenses, in addition to the Franchise Fees for Ambulance services.

Finally, *this budget is built on the assumption that no new restrictions on the ad valorem tax collection system will emerge.* There are many proposals being discussed for inclusion on the ballot in November. Should any of these measures become law, they would greatly impact the County's financial plan.

## Uses of Funds

Departmental expenditures directly appropriated within the General Fund continue to grow at a healthy rate.

Department	FY 1995-96	FY 1996-97	% Change
Aging Services	\$ 1,643,135	\$ 1,972,023	20.0%
Community Corrections	3,500,497	3,427,911	(2.1%)
District Attorney	9,860,801	10,948,801	11.0%
Environmental Services	9,028,005	8,662,104	(4.1%)
Health	7,665,289	8,445,807	10.2%
Sheriff	41,287,050	43,461,424	5.3%
Support Services	included in Non-Dept.	8,850,127	n/a
Non-Departmental	21,899,851	21,136,149	(3.5%)
Independent Organizations	included in Non-Dept.	408,834	n/a

Part of the increase in each department results from some \$4.7 million in information and radio services previously budgeted in Non-Departmental that have been "spread" to the operating departments, including \$1.4 million in the Sheriff's Office. You can review specific reasons for the rest of the changes in the departmental narratives in this document.

Some of the community needs that are addressed in the adopted budget include:

- \$10 million in one-time grants to the school districts within the County to assist them with their funding problems brought on by the full implementation of Measure 5 and the State funding formula for local schools;
- over \$1 million in restorations of federal and state reductions for primary health care, the homeless, school alcohol & drug /violence prevention services, and meal programs for the elderly;
- over \$3 million to continue or to enhance local efforts to help prepare children to enter school, to help teachers and parents ensure that children are safe and stay engaged as productive students once they enter school, and to assure that youth *graduate* from school -- these were areas the County had participated with the districts in previous years;
- increased investment in our information technology infrastructure -- both human and physical capital.



### *Transfers to the Federal/State Fund*

The following table indicates the changes in cash transfers from the General Fund to the Federal/State Fund:

Department	FY 1995-96	FY 1996-97	% Change
Aging Services	\$ 2,108,741	\$ 2,487,974	18.0%
Community & Family Services	16,021,715	20,421,058	27.5%
Community Corrections	2,806,821	4,156,982	48.1%
District Attorney	344,693	385,517	11.8%
Health	23,904,132	26,383,879	10.4%
Juvenile Justice	109,695	97,610	(11.0%)
Sheriff *	32,776	903,752	2657.4%
Support Services	133,639	141,916	6.2%
Non-Departmental	98,869	372,692	276.9%

\* This number reflects the transfer of the entire River Patrol function into the State and Federal Fund, which accounts for all but about \$30,000 of the increase.

It is interesting to note that while expenditures in the Federal/State Fund increased by \$15.6 million (7.9%), the transfer from the General Fund to the Federal/State Fund increased by \$9.8 million, to a total of \$55.4 million and 27.8% of total Federal/State Fund expenditures. *The General Fund accounted for 63% of the increase in spending in the Federal/State Fund adopted for the coming year.*

This is a particularly disturbing trend in light of (1) the conversations going on in Washington DC regarding block grants and other mechanisms to slow the increase in Federal dollars going to states, and eventually to local governments, and (2) possible State funding reductions in many of the social service arenas as the impact of prisons and the difficulties with school funding make the next biennium a difficult budget for State legislators.

The adopted budget provides for some backfill to Federal/State programs, and a promise to look at the County's obligations and priorities in these areas. This is important and timely, as the increase in Federal/State spending recorded in that fund is being driven by ever-increasing General Fund transfers into that fund.

### **Full Time Equivalent Positions**

The County continues to take on new functions, some of which were once the work of State government. We also are expanding some of our traditional services. Since we are in the business of providing services, and service is by its very nature a labor-intensive business, the number of County employees continues to grow. A net total of 225.89 new FTEs are part of the adopted budget; 3.06 in the General Fund, 84.28 in the Federal/State fund (supported in whole or part by the General Fund), 31.60 supported by the new Library Serial Levy Fund, 42.72 supported by the new Jail Serial Levy, 5.0 in Facilities Management in support of bond and SB 1145 construction projects, and 59.23 from all other funds. Some of these changes include (approximately -- not all detail is reflected in the following list, so it will not "add up" to 225.89):

- *41.29 FTEs in the Sheriff's Office* -- a majority of these new positions are funded through the Jail Levy and provide services to support existing and expanded correctional facilities -- 21.0 at the Courthouse Jail, , 9.40 for the Restitution Center, 6.46 for Corrections and Warrants Records, 6.0 Counselors, 4.10 Alcohol and Drug, 2.82 FTEs to staff the Gresham Temporary Hold Facility, and the rest in a variety of work areas;
- *44.22 FTEs in Community and Family Services* -- 13 of these were added during the current year to staff the Singles Housing Assessment Center (SHAC), 6.7 in Alcohol & Drug programs, 3.5 to implement the Children's Capitation Pilot Project, 2.0 Family Resource Coordinators, 2.5 planning positions for supportive housing, 3.0 Family Intervention Specialists at Touchstone sites, 2.0 Office Assistants for capitation efforts, 1 Office Assistant for A&D managed care efforts, 2.0 planners in Community Action, additional Developmental Disabilities case managers, an Office Assistant to support RESULTS and Domestic Violence, a Grant-Writer, a Fiscal Specialists, and a Planner for the Child, Youth & Families Program;
- *30.1 FTEs in the Library* -- 20.47 of these are at the Central and branch libraries in order to accommodate increased hours of service that are funded from the new Serial Levy, 2.56 for technical support and training, 1 for expanded outreach services to in-home day care providers, and 1 for new grant programs;
- *30.5 FTEs in Community Corrections* -- 8 of these are for additional MIS staff to assist in the use of information technology throughout the department, 13 Corrections Technicians which were added during the current year and are annualized in this budget, 5 for Alternative Community Service projects to add work crews that will address the backlog of community service projects and 2 for Sanction programs;
- *23.9 FTEs in Aging Services* -- 18.7 associated with increased caseload growth in the Medicaid branches and paid for with Title XIX funds, 1.0 to provide better Senior Helpline service, 2.0 computer-related positions to train staff and provide network support, 1.2 for the Public Guardian Program, and 2 Office Assistants which replace 1 Operations Supervisor at the new East County branch;
- *12.17 FTEs in the District Attorney's Office* -- almost all of them paid volunteers associated with the AmeriCorps Members for Public Safety Program
- *16.96 FTEs in Environmental Services* -- 6.0 in the Transportation & Land Use Planning Division to respond to workload increases in bridge engineering, LAN administration, surveyor and road maintenance, 5.0 in Facilities & Property Management for project management and support associated with bond/SB 1145 construction projects, an additional Animal Control Officer to deal with leash law violations, and staff at Facilities to replace temporary help and contractual maintenance;
- *5.78 FTEs in Juvenile Justice* -- 5.0 associated with the annualization of the Residential Sex Offender program, and 3.0 that convert temporary positions in Detention to full-time status;
- *a net increase of 3.47 FTEs in Support Services* -- 6.0 to support the *Strategic Plan for Information Technology* (2 to form a geographic information systems (GIS) unit, 3 for data modeling/data management, and 1 policy/research position to coordinate implementation of the plan) -- these new positions are mostly offset by the reduction of 7 other positions within the Information Systems Division, and 2.5 in the Office of the Director -- 1 to support database applications currently in use within the division;

- *a net increase of 2.94 FTEs in the Health Department* -- this includes the loss of 3.44 positions in Primary Care as a result of declining Medicaid fees, capitation and grant revenues, a loss of 7.75 positions in the HIV/Women's Project funded by the Center for Disease Control, a loss of 9.68 positions funded by a National Institute of Drug Abuse grant, new positions for STARS (4.13) and for a new School-Based Health Center (3.62), Center for Substance Abuse Treatment (CSAT) grant (7.0), Neighborhood Access Program (3.0), Babies First and Oregon Commission of Children & Youth revenues (3.7), CareOregon enrollment growth created the need for additional positions in that operation (4.45) and 3.7 positions added as the department created a Quality Office all offset some of the position reductions.

### **Compliance with Financial Policies**

Given the need for funding the County's school contribution, some of the County's reserves were used for that purpose. However, this budget adds another \$1.5 million to the Reserve and continues movement toward the goal to build a General Fund reserve of 5% of budgeted expenditures. This will bring that reserve to a total of \$6.1 million continuing the incremental growth in the reserve and moving towards the goal as stated in your Financial Policies. Had the Board fully funded the reserve, the total required would have been approximately \$9.6 million.

Likewise in order to fund the County's contribution, the additional \$500,000 in reserves that was part of the proposed budget, could not be retained. As we have indicated previously, under the current scenarios for value growth, we would limit our actual levies in the 2nd year (\$1.9 million less) and 3rd year (\$4.0 million less) if we are to avoid using a portion of the other jurisdictions' share of the \$10 Measure 5 limit. So we have to either build a reserve in the next two years, reduce other General Fund/Levy Funds programs in order to remain within our share of the cap amount, or come to a different understanding with the other jurisdictions about how to divide the \$10 cap. Since we could not put anything aside in this adopted budget for this purpose, I would urge the Board to think about placing any unanticipated funds received during the next two years in this reserve -- should you remain committed to the current "share" arrangement -- so you can more easily deal with this difficulty in FY 1997-98 and FY 1998-99.

Increased investments in our information technology infrastructure and our physical plant, even though they are being funded with ongoing revenue, are still insufficient to permit the Board to be in compliance with our Financial Policy related to the Allocation for Facilities Maintenance and Repair. The County finds itself, even at higher levels of investment, still responding in an emergency fashion to physical plant failures and unable to "get ahead of the curve" in terms of preventative maintenance. The increases in our funding for maintenance and repair has merely permitted us to better respond to emergency failures to our physical plant.

The serial levies for the Library and Jail services were approved by voters for renewal on May 21st. Our challenge in the coming year will be to deal with these short-term local revenue streams. Our Financial Policy calls for us to seek voter approval to add these levies to the tax base.

## **The Black Cloud in our Silver Lining**

There are, even in an otherwise rosy-looking future, several areas I want to caution you about. There are many versions of tax and/or assessment limitation petitions being circulated in an attempt to get them placed on the November ballot. Some of these initiatives would have more desperate impact on the County's revenue structure than others, but all would impact the ability of the County to fund its operation from the property tax. The property tax provides \$158.1 million in revenue for County operations -- 18.0% of all County revenue and 55.8% of the revenue to the General Fund. Many of the proposals being circulated would have the effect of reducing those revenues and putting the County in a permanent state of tax compression. Measure 67, the so-called "cut and cap" initiative, would reduce property tax collections by an estimated \$38 to \$40 million.

As the Federal government moves towards a solution to their chronic budget deficit problems -- and it now appears that all parties have agreed on a seven-year time frame for doing so -- reductions, or at least reductions in the rate of growth, of federal outlays destined for Multnomah County seem inevitable. Some have begun to wonder about how committed the State government might be in the next biennium to some of their current funding obligations to social services as they struggle with their increased requirements for corrections and the call for ever-greater contributions to school funding (both for K-12 and higher education). The impact on our ability to fund services could be significant. The Federal/State Fund accounts for 25.9% of all County expenditures, and we are already seeing the impact of cutbacks in some parts of our programs. I am certain this problem will grow, with a forbidding sense that the pressure from the local community to backfill coming cuts will be significant. It is, after all, in the local community that the impacts of Federal and State government decisions to make cutbacks is finally felt. This proposed budget already includes both backfills in Federal/State programs and warnings about the impact of backfills not made. This may be most significantly felt in the area of Medicaid funding -- a significant commitment for the County.

Finally, you are already aware of, and working to find solutions to the funding of basic infrastructure maintenance, as well as the impending need for more building space. The Willamette River bridges need a source of funds to begin significant repairs. The space planning efforts have identified the need to begin thinking of new courthouse constructions, and some of our office requirements may be best met by vacating leased space for owned space as those leases come up for renewal in the next few years. These basic infrastructure requirements cannot be deferred much longer, and the solutions will not come easily.

## **Contingency Account**

Finally, due both to our Financial Policy for Contingency Account appropriations and other funding requirements not yet fully known, not all of our General Fund monies have been recommended for specific appropriation. We have set aside \$3.025 million in the Contingency Account for the Board to have in case additional appropriations must be made in the coming fiscal year.

This amount includes the "traditional" contingency funding of \$1.25 million based on actual use in prior years; \$525,000 set aside for program ideas that the Chair's Office has not yet fully defined, but for which it is known that additional funds will be required (youth employment, adolescent girls' specific programs, courthouse consultants, etc.); and another \$1.25 million because we believe the coming year presents us with the potential for extraordinary contingent needs in a variety of areas (Jail Programs, Youth Investment Program --or Level 7, Children's Capitation Project, Crisis Triage Center and the Community Resource Programs of the Strategic

Investment Program). Since the specifics of those needs are not yet known in detail, the Adopted Budget appropriates these funds to the Contingency Account.

This approach requires the Board to take subsequent appropriation action *before* the funds can be spent, requiring more specific explanation to and approval of the entire Board of County Commissioners.

### In Appreciation

I want to take the opportunity to thank the people in my office who have worked long and hard to produce this document. First to Dave Warren whose service as Principle Analyst cannot be appreciated enough. His knowledge of the budget process and Multnomah County operations is irreplaceable. His work in keeping decision-making organized and on track serves the organization and the Chair very well. Thank you Dave for being as good as you are.

My sincere gratitude and appreciation to the rest of the budget patrol staff: Mark Campbell (Revenue Analyst), Wendy Byers (Health Department), Karyne Dargan (District Attorney, Sheriff's Office, and Community Corrections), Keri Hardwick (Environmental Services, Library and Support Services), Ching Hay (Aging Services, Elected Officials and all Non-Departmental), Chris Tebben (Community & Family Services and Juvenile Justice), Mark Lear (Intern) and to Kathy Nash (Office Assistant who makes this document come together). I also want to thank Jim Carlson for his work with the analyst staff and department personnel on Key Results Measures and on performance evaluation. He is a very valuable contributor to the county's effort of reaching excellent service through leadership and team strategies. I am very pleased to have taken him from state employment.

I want to single out two of my staff who I feel performed "above and beyond" during the past year.

First to Keri Hardwick who not only took on additional responsibilities for departmental analysis, but also served as the analyst for information technology issues. This work was, itself, more than a full load, yet she managed to also develop an entirely new budget database for our use this year. This system development work would have been worthy of a full-time assignment, so I hope you can appreciate the tremendous amount of quality work she has accomplished this past year. (Keri has spent so much time in the Portland Building this year, we considered charging her rent!) I hope to convince departments to utilize this database for budget development next year, assuming it can meet their needs or be modified to do so. Such an accomplishment would replace eleven budget development systems with one integrated system. Even if this does not pass, the new system Keri worked so hard to develop has made our job of analysis and document production much easier.

Second I must tell you how much I admire the work of Chris Tebben. She also worked on aspects of our budget-making system in creating linkages between the database and the production of document pages -- sparing us many hours of rework. Chris, in addition to her regular departmental assignments, has assisted Bill Farver and the Wellness Team in their work to sift through the many program proposals, has worked on several special assignments, and has begun the promised report to the Board on Jail Privatization (which we hope to deliver to you this summer). I find her analysis work to be superb and wanted to tell her and the rest of the County world in this public manner. I hope you will forgive my indulgence. Chris is leaving the Budget Office to go to work for the Multnomah County Commission on Children and Families, they are lucky to have her, and our office will miss her a great deal.

I also want to acknowledge the work of Mark Campbell in preparing this year's Five-Year Forecast. He and I have talked about how improved it is from last year's forecast and I want to plead with you to review it. It can be found in the beginning of this document and should be read in order to have a context for next year's budget.

While not always directly related to the development of the budget, I must acknowledge the other members of my office team -- Tom Darby and his work on grants development, and John Rakowitz, the County's SIP Coordinator.

I also want to thank the many people who labor on the Citizen's Advisory Committees -- their advice is very valuable to the departments, to my office and to the County Chair as we prepare this budget proposal.

Finally, I must express my gratitude to the fine people in the departments who have been working on budgets since December and before. This is their proposed expenditure plan for next year, and I hope we have done justice to it by this document. We have recently begun a debriefing process on the way the Chair's Office develops the budget proposal, and will be working with departments and the Chair's Office to continuously improve this important management process during the coming year.



R. Barry Crook  
Budget & Quality Manager

# Aging Services

## Department Services

The mission of the Aging Services Department is to ensure that persons age 60+ are offered a range of quality services that:

- Promote their well-being and independence
- Provide for a safe living environment
- Protect the individual's right of self-determination
- Target resources to frail and vulnerable persons
- Protect adults who are abused, neglected or exploited

Aging Services offers the following services:

- Program development and advocacy
- Single entry/easy access to services through information and referral, gatekeepers and twenty-four hour access
- Case management/need assessment, eligibility, case plan development and service monitoring
- Adult care home regulation and licensing
- Public Guardianship/Conservatorship
- Protective services
- Minority services coordination
- Contract and service management
- District Centers
- Nutrition
- Transportation and special services
- In-home services
- Multi-disciplinary teams

## FY 1996-97 Summary Information

### Budget Overview

	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current</u>	<u>Adopted</u>	<u>Adopted</u>	<u>Difference</u>
		<u>Estimate</u>	<u>Budget</u>	<u>Budget</u>	
Staffing FTE	168.87	179.70	179.70	203.60	23.90
Departmental Costs	\$15,581,754	\$16,721,344	\$16,297,033	\$18,225,841	\$1,928,808
Program Revenues	\$13,360,857	\$14,105,555	\$13,681,244	\$15,132,032	\$1,450,788
General Fund Support	\$2,220,897	\$2,615,789	\$2,615,789	\$3,093,809	\$478,020

### Key Trends:

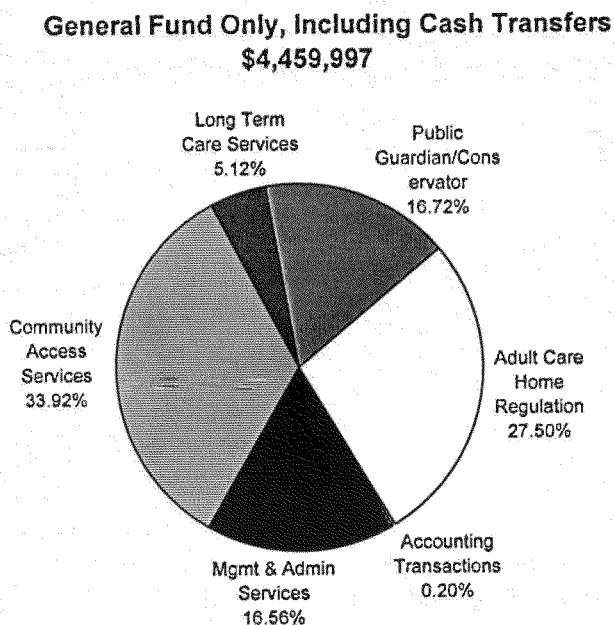
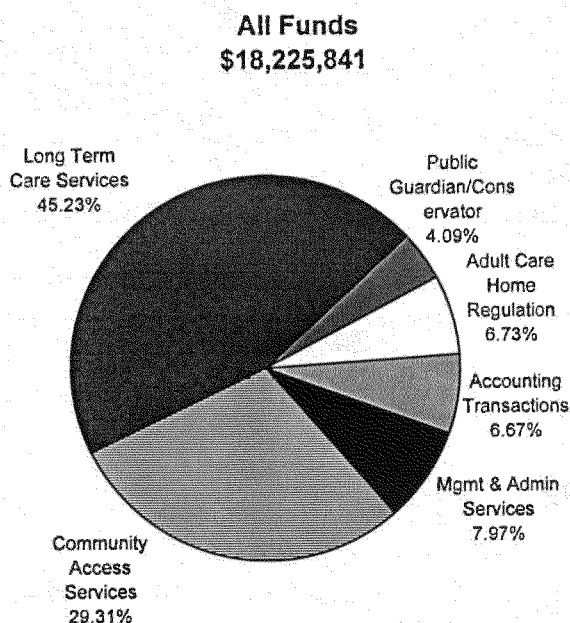
- ASD received additional Medicaid funds through Senior and Disabled Services Division of the State of Oregon. These funds are for increased caseload growth in the Medicaid branches. That growth has exceeded 20% over the past three years in community-based care.
- ASD funding from the Federal Older American's Act has been reduced due to cuts made by Congress. These funds are used for support services such as case management, and for congregate and home-delivered meals. USDA funds are also expected to be about \$50,000 less than the prior year.
- Funding of \$91,624, together with \$11,500 from east county cities of Gresham and Fairview to establish a ninth district center in east Multnomah County, the area with the fastest growth in the elderly population.
- The growth in the population older than 85 is increasing faster than the population as a whole. This group is generally in need of more services than other elderly.

# Aging Services

## Budget Highlights

- *Additional Medicaid funds through Senior and Disabled Services Division of the State of Oregon for increased caseload growth in the Medicaid branches. This growth has exceeded 20% over the past three years in community-based care. The number of additional employees funded by increased Title XIX funds is 18.70.*
- *Reduction in Federal Older American's Act funding by about \$115,000. These funds are used for support services such as case management, and for congregate and home-delivered meals. USDA funds are also expected to be about \$50,000 less than the prior year. Funding for congregate and home-delivered meals provided through Loaves and Fishes of \$118,728 is now provided by the County General Fund.*
- *Increase in Oregon Project Independence funding by 4%. These funds are used for in-home services and case management in the District Centers.*
- *Addition of 1 employee and equipment upgrades to provide better Senior Helpline service.*
- *Increase of 2 computer related positions to train staff and provide network support.*
- *Funding of \$40,000 for one more year to develop programs and services for seniors living in the Brentwood Darlington neighborhood.*
- *Addition of 1.20 employees in the Public Guardian program to provide more timely service.*

### TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET

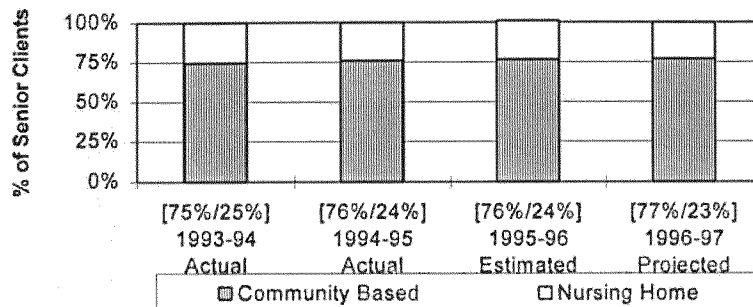




# Aging Services

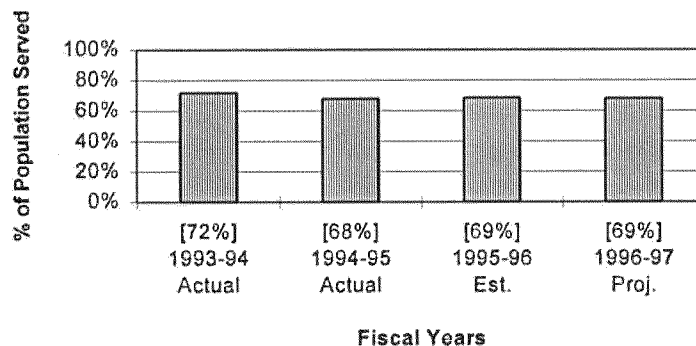
## Performance Trends

### Assisting Seniors to Live Independently



Three out of four Aging Services case management clients are living in supportive environments other than nursing homes. This community based care - help in one's own home, or residence in adult foster care or other assisted care home - is less expensive than nursing home care and is responsive to client choice.

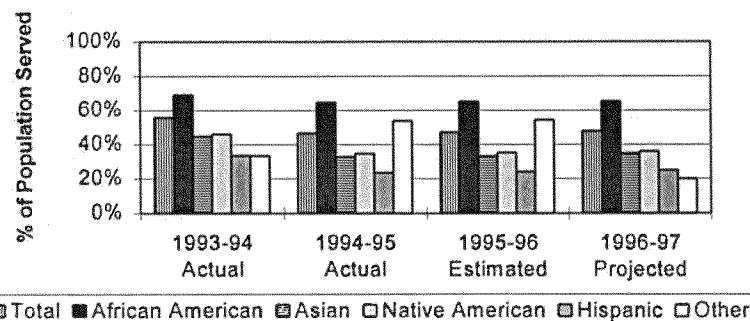
### Over Age 75, Frail Elderly Served



Two-thirds of frail elderly people over 75 years of age are served by the Aging Services Department. This rate of service has been increasing in recent years.

Frail elderly people are most at risk for needing nursing home placement. The Gatekeeper program has been successful in identifying older frail individuals.

### Frail Minority Elderly Persons Served

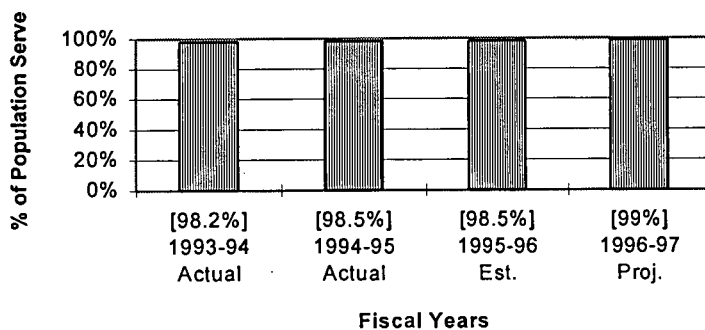


Overall, almost half of the frail minority elderly residing in Multnomah County are served by Aging Services Department programs.

ASD Ethnic Policy has focused outreach activities toward the unserved ethnic elderly.

# Aging Services

## Low Income Frail Elderly Served



National studies report 32% of persons over 60 require assistance with one activity of daily living.

Aging Services served 99.5% of the frail low income elderly in Multnomah County who are estimated to have this level of need.

# Community Corrections

## Department Services

The mission of the Department of Community Corrections is to enhance public safety and promote the positive change of offenders in the community through integrated supervisory, rehabilitative and enforcement strategies.

The Department of Community Corrections offers the following services:

- Management and coordination of community corrections activities with other criminal justice and social service agencies.
- Supervision services for adult pre- and post-sentenced offenders.
- Evaluation services addressing sentencing recommendations, substance abuse and mental health treatment services.
- Services to address substance abuse, mental health, housing, literacy, employment, child custody, marriage and reconciliation, and basic living skill needs.
- Sanction programs that provide structured alternatives to prison.

## Budget Overview

	1994-95	1995-96	1995-96	1996-97	
	Actual	Current Estimate	Adopted Budget	Adopted Budget	Difference
Staffing FTE	284.66	339.40	323.90	354.40	30.50
Departmental Costs	\$24,465,039	\$24,467,519	\$24,894,445	\$28,459,839	\$3,565,394
Program Revenues	\$20,868,244	\$18,713,178	\$18,964,127	\$21,251,946	\$2,287,819
General Fund Support	\$4,042,668	\$5,754,341	\$5,930,318	\$7,207,893	\$1,277,575

## Key Trends:

- Added contracts for cognitive restructuring/anger management. Increased contracts for mental health services, sex offender treatment slots and polygraph services.
- Staffing increase of 21.50 full time employees in Integrated Service Districts, Diagnostics, Sanction Programs, Client Support and Services, and Administration. There are an additional 9.00 full time employees in MIS Administration and Field Services.
- As Senate Bill 1145 goes into effect, state offenders sentenced to 12 months or less will be shifted to County jail facilities and corrections programs. DCC will work closely with the Local Public Safety Coordinating Council and all interested stakeholders to address this issue.
- DCC has formed a Community Relations Team in the Administrative Office to coordinate information and education initiative, neighborhood livability projects, victims services, and contracted services. Working in conjunction with the Alternative Community Service Program, offenders under DCC supervision get involved in neighborhood activities and have contributed to the quality of life in their own communities by working on clean-up, landscaping and other labor-intensive projects identified by neighborhood associations.

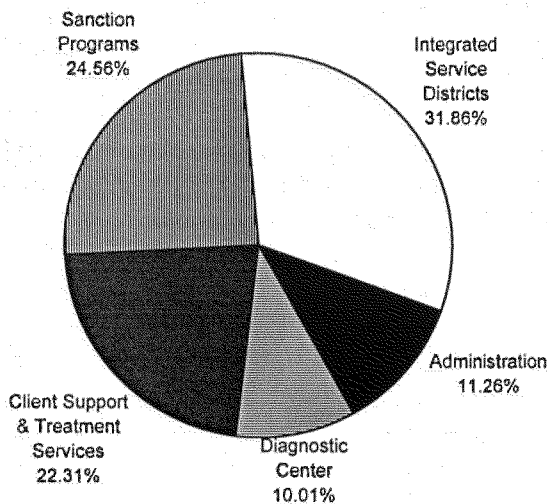
# Community Corrections

## Budget Highlights:

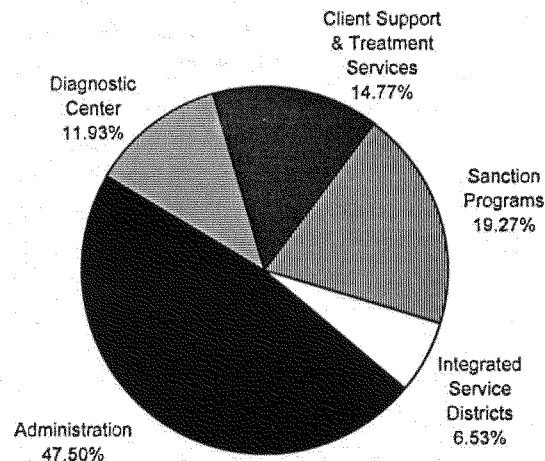
- *Opened new field office in the St. John's area.* With the opening of the new Peninsula Office, DCC now has a service office in each of Multnomah County's six designated service districts. The Peninsula Office will also serve as a pilot project for restorative justice model to address community problems and concerns as they relate to criminal behavior.
- *Expanded the Domestic Violence program by increasing staff from three to eight full time employees.* Domestic violence has been designated an urgent benchmark by Multnomah County and the State of Oregon. Effective intervention in domestic violence requires a coordinated response, which supports women and children seeking safety and provides a strong law enforcement response. In particular, offenders convicted of crimes against their intimate partners must receive a strong, consistent message that continued harassment, assaults or harm will not be tolerated. By continued development of the Department of Community Corrections Domestic Violence Reduction Unit, a higher percentage of domestic violence offenders will receive that message, and will not re-offend.
- *Received a new Drug Court Grant to enhance the population served in the Drug Diversion Program.* The purpose of the Drug Diversion Program is to reduce the substance abuse and related criminal activity in a population of offenders charged with drug possession. This program is consistent with Multnomah County's urgent benchmark for access to services. The Department provides contracted treatment/acupuncture services for diversion clients referred by the Circuit Court. Approximately, 850 offenders per year will be served, resulting in savings for indigent defense, police overtime, and probation supervisions costs.

## TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET

**All Funds**  
**\$28,459,839**

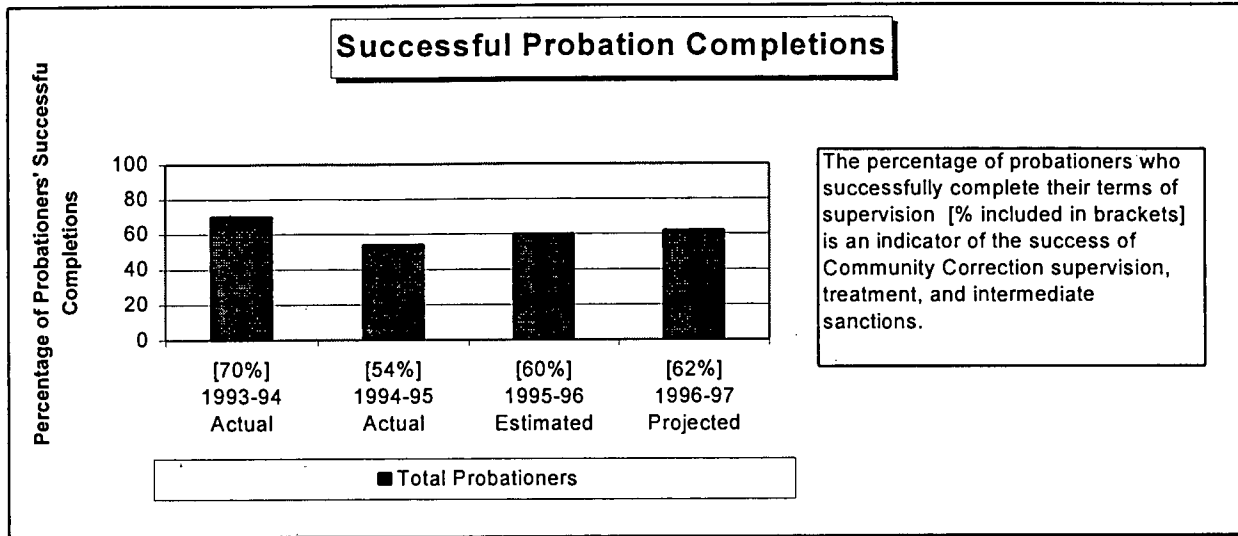


**General Fund Only, Including Cash Transfers**  
**\$7,584,893**



# Community Corrections

## Performance Trends



# Community & Family Services

## Department Services

The Department of Community and Family Services works collaboratively to further the continued development of individuals, families and communities by leveraging resources, maximizing capacities and maintaining a quality driven system of uninterrupted services which are easily accessible to the people of Multnomah County.

The Department of Community and Family Services contracts with over 250 organizations to provide the following services:

- Alcohol and other drug screening, assessment, treatment and prevention services, serving approximately 58,000 persons.
- Anti-poverty programs providing advocacy, economic opportunities and self-sufficiency supports to over 22,000 individuals along with energy or weatherization assistance to over 14,000 households.
- Development of affordable housing and public works improvements.
- Services to over 3,700 individuals with developmental disabilities, including advocacy, service coordination, residential, vocational, respite, family support and emergency services.
- Mental Health screening and evaluation, treatment, family support and crisis services to over 7,250 adults and 7,000 children.
- A network of seven Family Centers located throughout the County providing a full spectrum of programs for youth and families. Over 3,100 youth and 325 families have used services ranging from prevention to intensive intervention programs.

## FY 1996-97 Summary Information

### Budget Overview

	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current Estimate</u>	<u>Adopted Budget</u>	<u>Adopted Budget</u>	<u>Difference</u>
Staffing FTE	284.30	329.36	329.36	373.58	44.22
Departmental Costs	\$76,062,256	\$87,569,293	\$85,413,813	\$99,961,048	\$14,547,235
External Revenues	\$62,430,988	\$75,975,573	\$69,392,097	\$79,334,866	\$9,942,769
General Fund Support	\$13,631,268	\$16,118,804	\$16,021,716	\$20,876,182	\$4,854,466

### Key Trends:

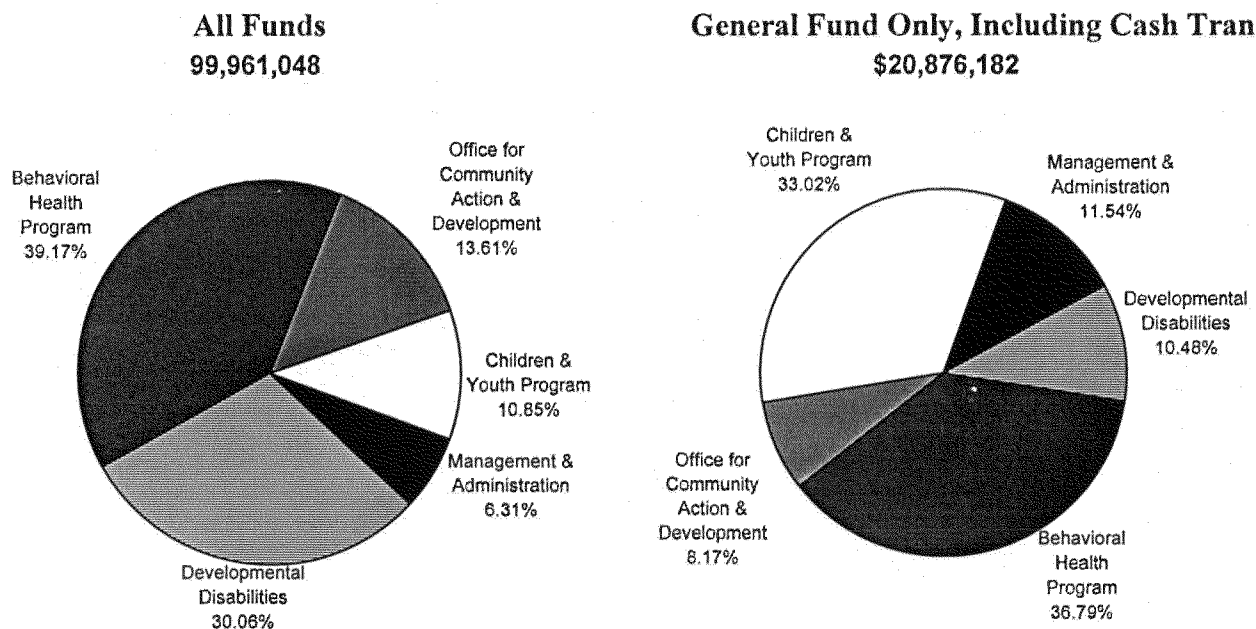
- The Behavioral Health Program was created by reorganizing the former Alcohol & Drug program and the adult and children's mental health programs. This new program positions Community and Family Services as a key player in managed care.
- New strategies are being developed to involve families more closely. The Community Leadership Institute coaches parents to advocate for their children in the schools. A Family Involvement Coordinator was added to increase parents' involvement in shaping services for their children. This position will be filled by contracting with parents.
- Staffing increases by 44.2 full time positions. Staffing increases include 13 positions to operate the Singles Housing Assessment Center, 3.5 positions for the Children's Capitation Project, 2.5 planning positions for the supportive housing grants and 3.5 Family Resource Center Coordinators.

# Community & Family Services

## Budget Highlights:

- *Implementation of managed care for children's mental health.* State Medicaid revenues of \$10.5 million are added for the Children's Capitation Pilot Project. The County is responsible for managing mental health care for 38,000 Medicaid-eligible children and adolescents. Medicaid services were formerly reimbursed directly from the State to providers.
- *Receipt of HUD grants for housing programs.* The department will receive over \$2 million in new grants in 1996-97 from the Department of Housing and Urban Development for transitional housing programs to help homeless families find permanent housing. The grants fund construction and operation of a transitional housing facility, as well as case management and supportive services for families in the facility.
- *Expansion of Parent Child Development Services.* Parent Child Development Services will be expanded to serve children aged 4-5 at the Family Centers. The expansion will provide uninterrupted support for children from birth until they enter school.
- *New homeless and housing assessment shelter.* The Singles Housing Assessment Center (SHAC) was added during 1995-96, providing shelter to 94 homeless people per night. The SHAC is a homeless shelter built by the City of Portland and staffed and operated by the County. The program provides temporary shelter for individuals while assessing their housing needs in order to find permanent housing.
- *Support for school-based programs.* One-time-only support is provided for several school-based programs, primarily to backfill expiring federal grants. Programs include: the Hispanic retention program which prevents drop-outs, eight Portland Public Schools Touchstone sites for family alcohol and drug intervention, the Counteract program for students with alcohol and drug violations, and case management for children aged 0-5 who have developmental delays.

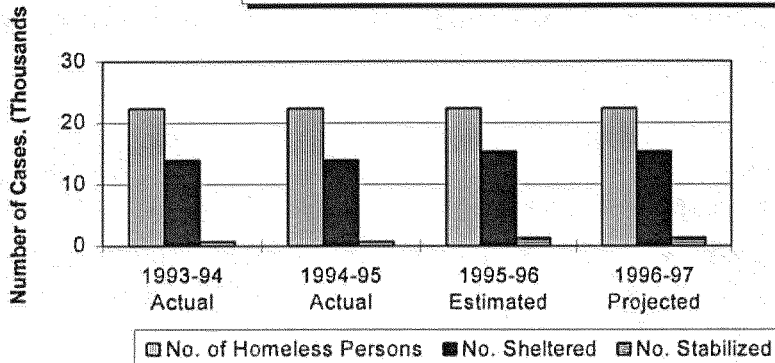
## TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET



# Community & Family Services

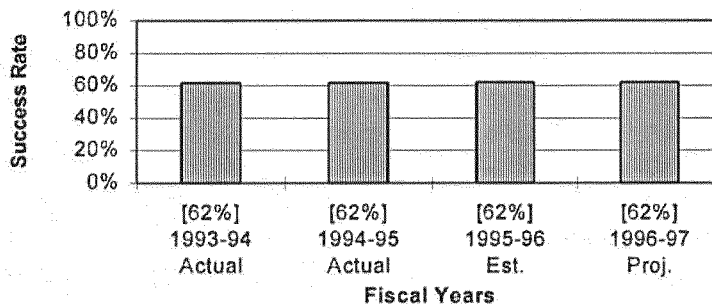
## Performance Trends

### Homeless Population Sheltered/Stabilized



The number of homeless sheltered and stabilized increased in 1994-95 due to the implementation of the Winter Plan, which provides additional shelter capacity of 275 beds during the winter months. It is estimated that in 1995-96 an additional 1,400 will be sheltered.

### Successful Diversion of Youth Offenders



The Diversion Program, a partnership between the Family Centers and the Juvenile Justice Division, has reduced recidivism among youth offenders. In 1993-94, 61.8% of youths completing the program did not have subsequent offenses within a year, compared with 43.6% of comparable youth offenders who did not participate in the Diversion Program.



# District Attorney's Office

## Department Services

The mission of the Multnomah County District Attorney is to see that state and local laws are fairly enforced in order to maintain the rule of law. Specifically, the office has the responsibility to prosecute in the State Courts felony, misdemeanor, and local ordinance violations occurring in the County. The District Attorney is both an administrator of justice and an advocate and must exercise sound discretion in the performance of the prosecutorial function. Further, the duty of the prosecutor is to be an administrator of justice, seeking reform and improving the administration of criminal justice.

The District Attorney's Office provides:

- Felony Prosecution
- Targeted Crimes Prosecution ( ROCN Task Force, Gang Unit, Forfeiture, Domestic Violence)
- Misdemeanor and Violation Prosecutions (DUII, Traffic Crimes)
- Multidisciplinary Child Abuse Team
- Juvenile Prosecutions (delinquency and dependency cases)
- Neighborhood DA Program
- Child Support Enforcement
- Victims Assistance

## Budget Overview

	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current</u>	<u>Adopted</u>	<u>Adopted</u>	<u>Difference</u>
Staffing FTE	176.05	191.66	190.66	202.33	11.67
Departmental Costs	\$12,839,329	\$12,689,145	\$14,174,501	\$14,405,662	\$231,161
Program Revenues	\$4,783,763	\$4,442,063	\$4,796,669	\$4,285,669	(\$511,000)
General Fund Support	\$8,521,863	\$8,247,082	\$9,433,832	\$10,578,898	\$1,145,066

## Key Trends:

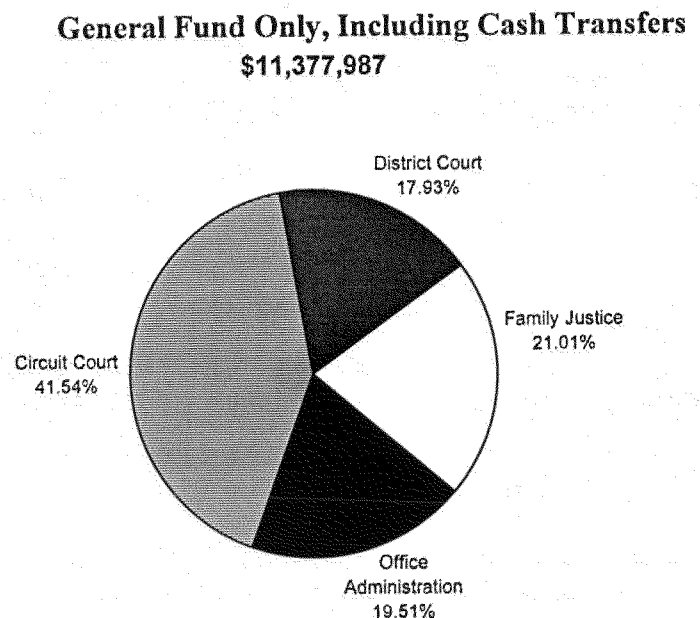
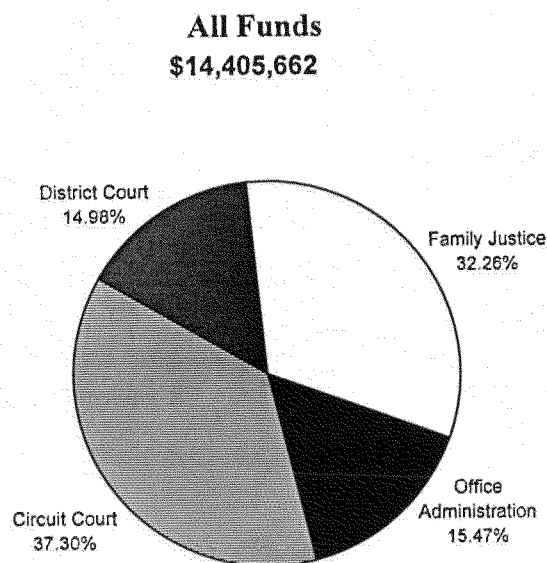
- Ballot Measure 11, which went into effect April 1, 1995, established mandatory lengthy prison terms for a number of offenses and requires that juveniles convicted of these crimes be subject to prosecution in the adult system. With Ballot Measure 11 approaching its first anniversary, it is still too early to tell definitively what the total impact will be on the District Attorney's Office. Early observations suggest that the trial rate for these cases is higher than previously expected. Furthermore, the arrest-to-trial time may increase. As a result, the increase in the trial rate requires more attorney time be devoted to these prosecutions
- Continual improvements in the procedures of the public agencies involved in the investigation and prosecution of child abuse cases via the Multidisciplinary Child Abuse Team.
- HB 3488 Property Crimes passes during a special session of the legislature in February 1996. The law, effective July 1, 1997 enhances the penalties for property offender who have a significant criminal history. There is an expectation that during the next 18 months defendants charged with property offense will have more of an incentive to contest the case. The District Attorney's Office will monitor the effects of the law during the upcoming year.

# District Attorney's Office

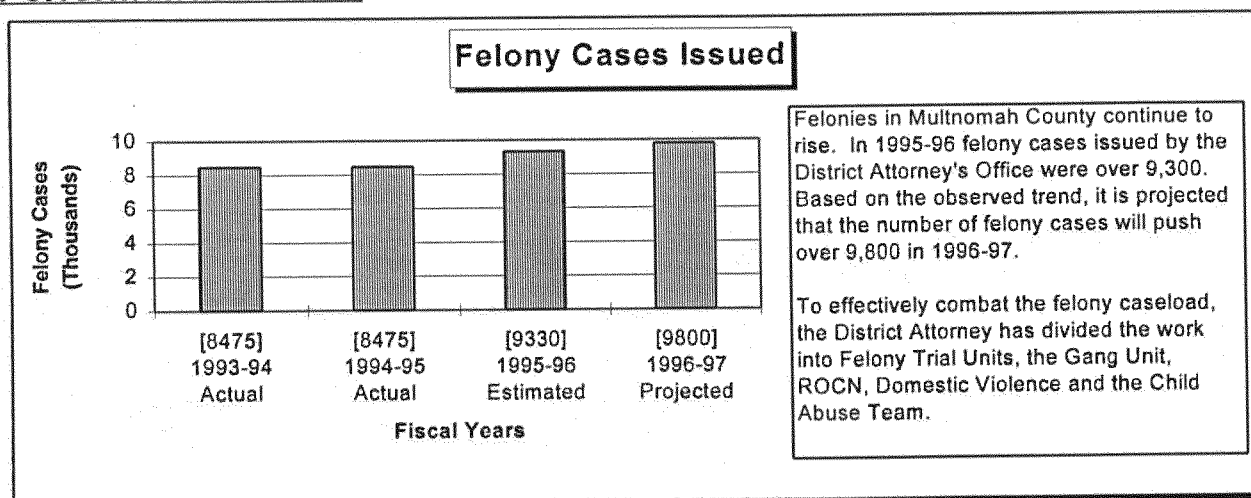
## Budget Highlights:

- *Addition of the Gang OCN Violence Enforcement Program.* This grant is funded for one year and targets gang members through the use of Oregon's RICO statute. This grant created three new positions.
- *The FINVEST Grant expires in June, 1996 and was backfilled with an add package.* The Deputy District Attorney IV will be assigned to the ROCN Task force in order to assist them in the more high level, complex narcotics cases.
- *The Americorps Members for Public Safety Program.* This grant funded program began in November, 1995 and will continue through October, 1996 with the possibility of being renewed for another year. This program added 10.33 FTE paid volunteers and staff assistant.

## TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET



## Performance Trends



# Environmental Services

## Department Services

The Department of Environmental Services is composed of a diverse group of functions which can be broadly categorized into two types:

- **Mandated Services:** these programs are required to be provided under State or Federal laws. County service levels exceed mandated levels when it is determined to be in the interests of County citizens to do so.
  - Animal Control, providing protection for people and animals through the promotion and enforcement of responsible pet ownership.
  - Assessment and Taxation, providing property assessment, tax collection, recording and records management, and tax redemption and foreclosure. The division also provides support to the Board of Equalization and issues marriage licenses and passports.
  - Elections, performing all functions relating to elections for all governmental jurisdictions in Multnomah County.
  - Land Use Planning, providing development and enforcement of appropriate land use plans and ordinances for Multnomah County's unincorporated areas.
  - Transportation services for designated roads and bridges within Multnomah County, ensuring that the County's transportation system contributes to the vitality of the region in a safe and accessible manner.
- **Internal Services:** these services are provided primarily for County programs; however, other government entities also use these services in a primary or back-up role.
  - Distribution Services, providing mail processing and delivery services, including U.S. mail, inter-office mail, and some Central Stores and Health Supply deliveries.
  - Electronics Services, providing electronic equipment maintenance and installation services. Two-way radios and detention electronic equipment are the primary targets of these services.
  - Facilities and Property Management, including operations, maintenance, property management and capital improvement projects for County owned and leased properties.
  - Fleet Services, providing for vehicle acquisition, operations and maintenance needs, including a circulating motor pool.
  - Records Management, including receiving, coding, storing, retrieving, preserving and destroying County records. The program also develops appropriate retention schedules based on program needs and statutory requirements.

## FY 1996-97 Summary Information

	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current</u>	<u>Adopted</u>	<u>Adopted</u>	<u>Difference</u>
		<u>Estimate</u>	<u>Budget</u>	<u>Budget</u>	
Staffing FTE	489.56	531.50	531.50	548.46	16.96
Departmental Costs	95,033,451	140,915,308	146,187,561	270,438,248	124,250,687
Program Revenues	134,594,700	134,211,430	138,246,420	268,488,379	130,241,959
General Fund Support	21,478,774	14,680,618	13,556,957	13,045,556	(511,401)

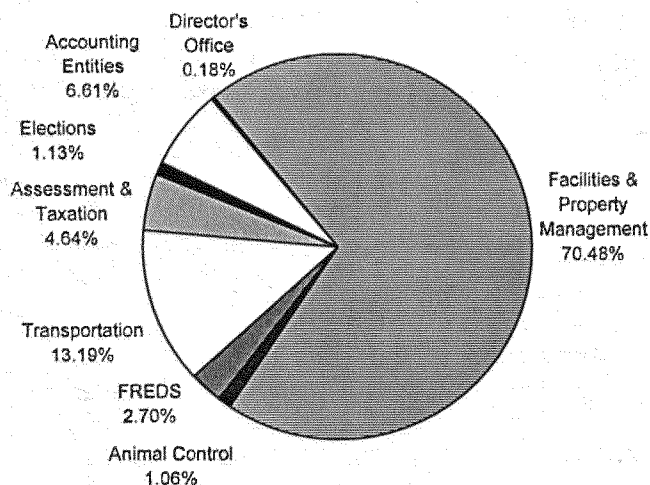
# Environmental Services

## Budget Highlights:

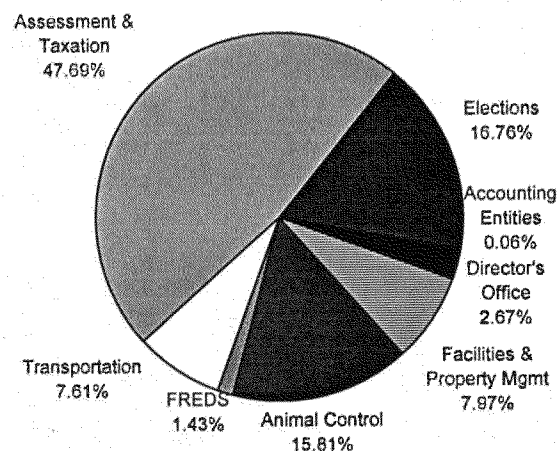
- *New capital projects.* The Department of Environmental Services' FY 1996-97 budget is increased by over \$130 million due to the addition of the Public Safety and Library bonds, and the SB 1145 public safety facility construction funding from the State of Oregon.
- *Initiation of change in Assessment and Taxation system.* A&T will begin migration from the mainframe to a division-based system in order to reduce costs, increase compatibility with other jurisdictions and provide more rapid response to change.
- *Department Re-Organization.* In FY 1995-96, the Information Services Division and three vacant department administration positions were transferred to the Department of Support Services; and the Land Use Planning Division became a program within the Transportation Division, which was re-named Transportation and Land Use Planning.
- *Service and Staffing Changes.* Animal Control will increase hours of operation at the Clackamas Town Center Adoption Outreach Center to seven days per week, and will add an officer for parks patrol; Records management will conduct a pilot project for archiving and preserving the Clerk of the Board's records; Facilities Management has added 9.10 FTE as a result of increased County space needs and to support the bond and 1145 construction efforts; Transportation has added 6.10 FTE to reflect changing program needs and to provide computer support to several DES divisions.

## TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET

**All Funds, Including Capital Projects**  
\$270,438,248

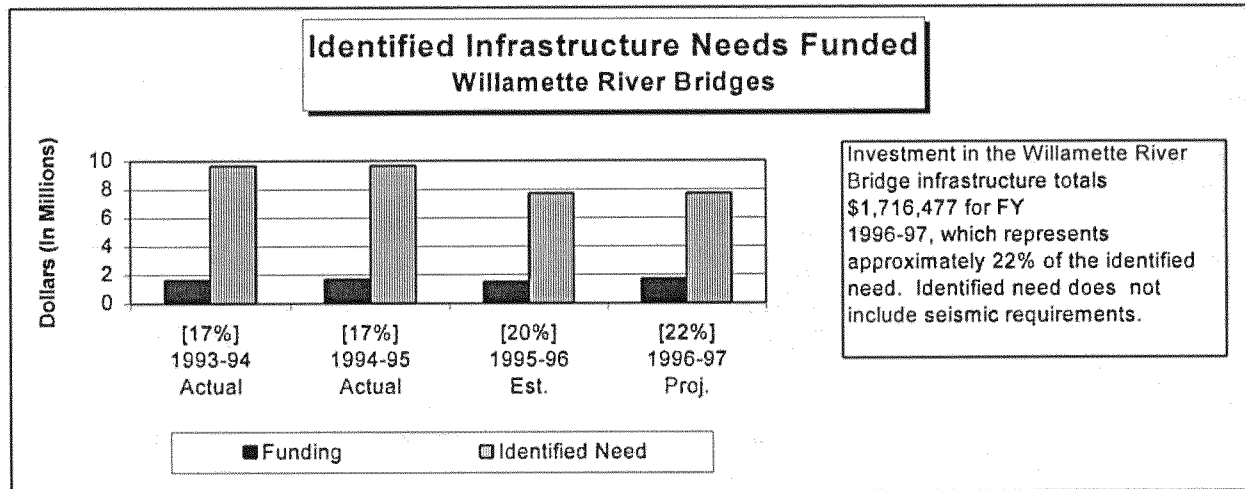
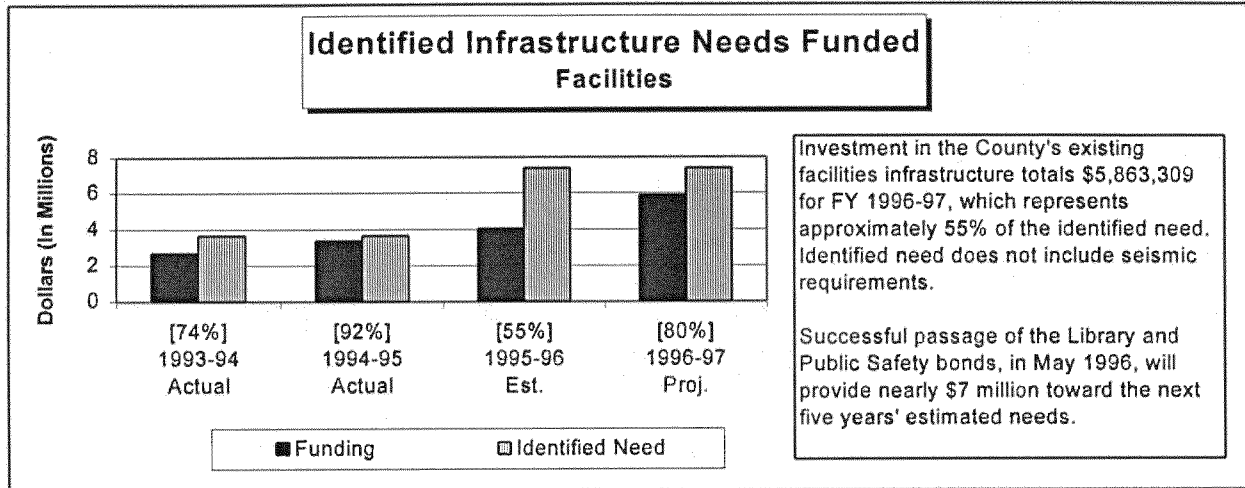


**General Fund Only, Including Cash Transfers**  
\$18,219,227



# Environmental Services

## Performance Trends



# Health

## Department Services

The mission of the Health Department is to serve all county residents by:

- Protecting the community against health hazards, trauma, and spread of diseases.
- Preventing illness and serious health problems through early intervention and teaching of positive health behaviors.
- Promoting health through active participation in the development of public policy and through public and individual education.
- Providing health services for low-income and high-risk residents of Multnomah County.

The Health Department provides the following services:

- Primary health care services for 90,500 users of medical and dental services at primary care centers, dental clinics, school based health centers, and correctional facilities;
- Home visits to 32,000 high risk families, offering child abuse prevention, parenting skills training, and health education;
- Prevention and treatment of communicable diseases, such as tuberculosis, sexually transmitted diseases, hepatitis, and HIV;
- Inspection and regulation of certain businesses and public services including ancillary health care services such as ambulance services and death investigation;
- Advocacy for the improved health of the community, particularly the medically underserved and disenfranchised.

## FY 1996-97 Summary Information

### Budget Overview

	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current Estimate</u>	<u>Adopted Budget</u>	<u>Adopted Budget</u>	<u>Difference</u>
Staffing FTE	721.61	809.51	809.51	812.45	2.94
Departmental Costs	\$88,055,647	\$111,062,529	\$114,644,663	\$113,861,153	(\$783,510)
External Revenues	\$60,904,444	\$82,233,550	\$85,415,053	\$81,647,344	(\$3,767,709)
General Fund Support	\$49,778,664	\$28,828,979	\$29,229,610	\$32,437,349	\$3,207,739

### Key Trends:

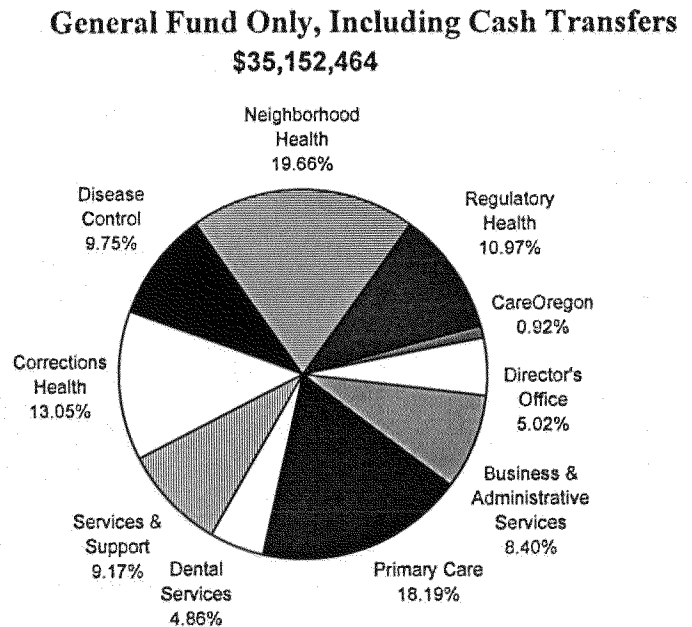
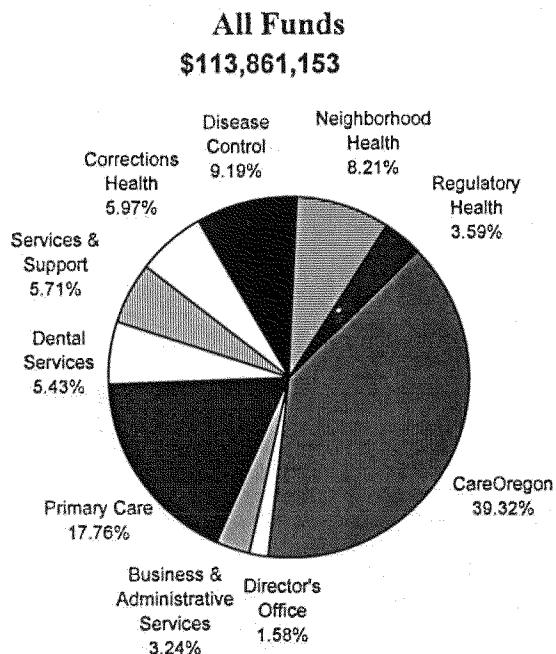
- Net revenue reduction of \$783,510. The most significant change is a reduction in fee-for-service and capitated Medicaid/Title 19 revenue for CareOregon and the Primary Care clinics. A NIDA grant funding the HIV/Women's project and a CPC grant for HIV risk reduction targeting the homeless population will also end in 1996-97. A new grant from the Robert Wood Johnson foundation will fund a new school based health clinic. County General Fund support was increased to fund Primary Care, Teen Pregnancy Prevention services, Brentwood-Darlington program support and expansion, and Dental equipment replacement.
- Staffing has increased by 2.94 FTE. The Primary Care division decreased by 3.44 FTE as a result of declining Medicaid fees, capitation, and grant revenue. Positions were added to Neighborhood Health Division to expand the STARS/WYN teen pregnancy prevention programs, for expansion of the Brentwood-Darlington model, and to add a new school based clinic.

# Health

## Budget Highlights:

- *Primary Care Medicaid revenues dropped by \$1.9 million.* In response to the revenue shortage, the Burnside Clinic will close and merge with the Westside clinic and the International Health Clinic will merge with the MidCounty Clinic. Other clinics have reduced provider teams and/or decreased clinic hours. The approved budget includes an additional \$600,000 in one-time-only County General Fund support, which will provide services for approximately 3,500 clients. This will give the Department time for planning, to clarify roles, and set service priorities, while keeping service disruption to a minimum.
- *Expansion of Students Today Aren't Ready for Sex (STARS).* This teen pregnancy prevention program will be expanded to all middle schools in Multnomah County. Waiting For Your Next (WYN), a program modeled after STARS, aimed at increasing the number of teen parents who delay a rapid, repeat pregnancy will also expand services to teen parents.
- *Brentwood-Darlington neighborhood health team will continue with County General Fund support.* This program offers home visits to all families with a pregnant woman or young child, and services including immunization, well child care, WIC, pregnancy tests, and initial prenatal visits. During the time the health team has been present in the neighborhood, postneonatal mortality has improved from 6.5 per 1,000 births to 3.53 per 1,000 births, compared to a state-wide average that started at 4.4 per 1,000 and dropped to 3.58 per 1,000. Funding is also provided to expand this model to other neighborhoods.
- *CareOregon membership has leveled off at approximately 24,000 enrollees.* Most managed care experts recommend a membership of 50-75,000 to assure long term viability. Under the current structure of ownership by Multnomah County, CareOregon cannot enter into what may be necessary affiliations or mergers that will assure CareOregon's survival. The CareOregon Advisory Board, with assistance from the County Counsel's office, is exploring possible alternative structures.

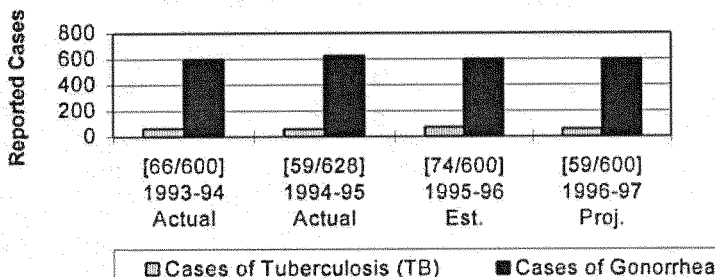
## TOTAL EXPENDITURES BY DIVISION



# Health

## Performance Trends

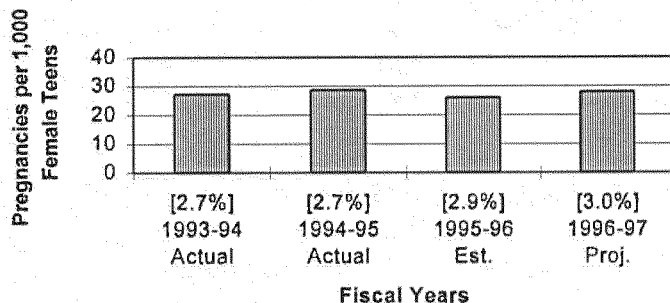
### Tuberculosis and Gonorrhea



Measures numbers of cases of Pulmonary Tuberculosis and Gonorrhea reported among County residents per year.

The number of gonorrhea cases has stabilized because education for HIV control has led to practices that control other STD's.

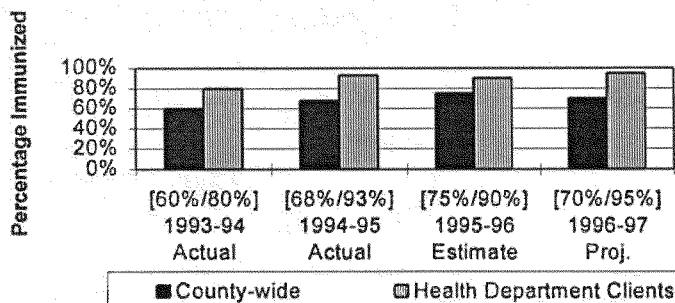
### Teen Pregnancy Prevention



Rate of pregnancy among female County residents between the ages of 10 and 17. Calculated as the total number of live births and abortions divided by the total number of females in this age group.

### Immunized Two Year Olds

Health Department Clients as Compared to Total County

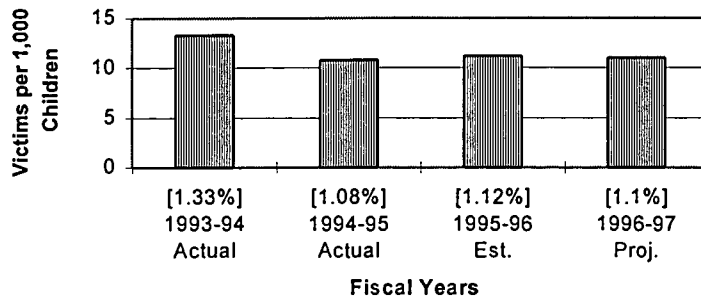


Measures percentage of two year olds County-wide who have received all recommended vaccinations against preventable diseases and percentage of two year olds receiving clinical services from the Multnomah County Health Department who are similarly immunized. An Immunization grant has enhanced outreach/education efforts for all County residents and enhanced service at County clinics.

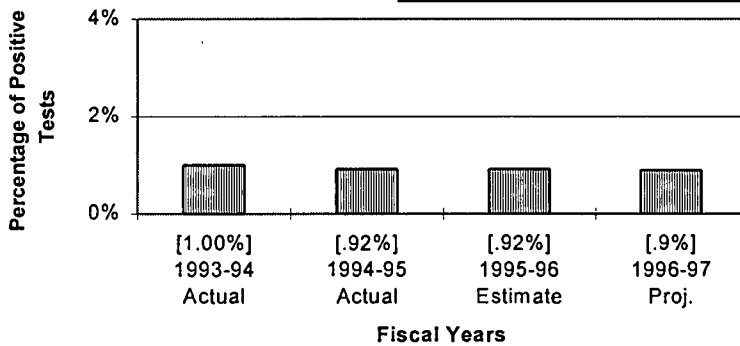


# Health

## Child Abuse Rate



## HIV Seroprevalence Rate



# Independent Organizations

## Department Services

- The Citizen Involvement Committee (CIC) is responsible for coordinating citizen activities that increase public awareness of County issues and involvement in the decision making processes of the County.
- The Tax Supervising and Conservation Commission (TSCC) is responsible for reviewing and supervising the budgeting and taxing activities of local governments in Multnomah County and publishing a comprehensive report of local government finances. It is mandated by ORS Chapter 294 for Counties with a population of at least 500,000.
- The Multnomah Commission on Children and Families (MCCF) focuses on issues related to children and families. It develops and maintains an on-going comprehensive, inclusive planning process, develops policy, reviews and comments on all planning efforts, and advocates on the behalf of children and families.
- The purpose of the New Impact Fund is to provide resources for planning, management, support services, and supervision of convicted felony offenders sentenced to 12 months or less incarceration.

## Budget Overview

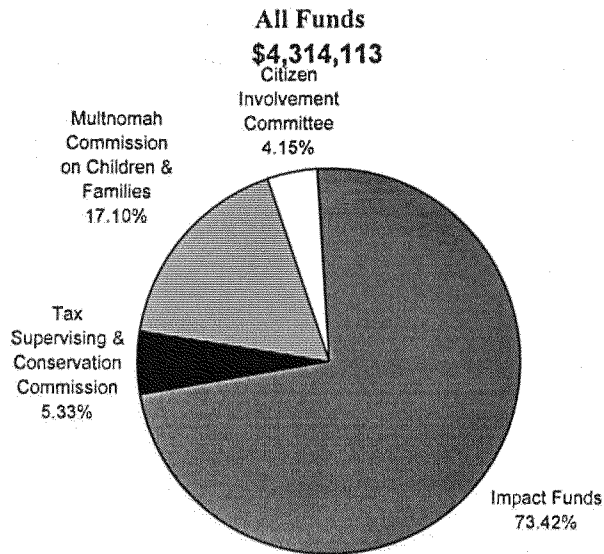
	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current</u>	<u>Adopted</u>	<u>Adopted</u>	<u>Difference</u>
		<u>Estimate</u>	<u>Budget</u>	<u>Budget</u>	
Staffing FTE	10.41	11.00	11.55	15.00	3.45
Departmental Costs	\$609,109	\$705,231	\$705,231	\$4,314,113	\$3,608,882
Program Revenues	\$216,843	\$209,854	\$209,854	\$3,532,587	\$3,322,733
General Fund Support	\$394,012	\$495,377	\$495,377	\$781,526	\$286,149

## Budget Highlights:

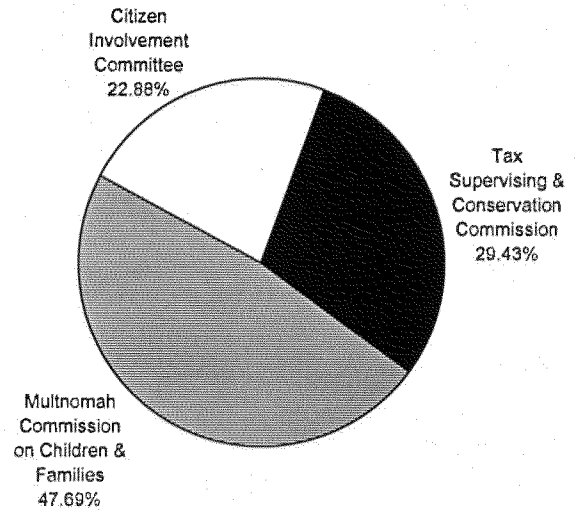
- *Funding of \$70,000 is added as pass-through in the Multnomah Commission for Children and Families for Caring Communities coordination to support the continued merger and expansion of community-based service integration projects.*
- *A research director and a communications coordinator are added to the MCCF to help the Commission implement its comprehensive plan. The new positions will be responsible for performing data analysis and research on the condition of children in Multnomah County, conducting a public education campaign and performing community outreach and advocacy. One Staff Assistant was eliminated.*
- *The Impact fund is budgeted for the first time. The purpose is to provide resources for planning, management, support services, and supervision of convicted felony offenders sentenced to 12 months or less incarceration.*

# Independent Organizations

## TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET



## General Fund Only, Including Cash Transfers **\$781,526**



# Juvenile Justice

## Department Services

The Department of Juvenile Justice Services promotes public safety and responds to juvenile delinquency, abuse and neglect of children through:

- 35,000 nights of detention for youth awaiting adjudication, receiving secure mental health intervention, or being held as a sanction for parole violations;
- 1,200 youth supervised on probation including home visits, linking to treatment services, monitoring school attendance and intervention in gang behavior;
- 1,900 youth diverted from adjudication to complete community service, fulfill conditions of formal accountability agreements and appear before neighborhood accountability boards;
- Advising the court on needs of children and families involved in alleged child abuse and neglect;
- Partnership with the community to educate the public regarding juvenile delinquency and to develop interventions for troubled youth and their families.

## FY 1996-97 Summary Information

### Budget Overview

	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current Estimate</u>	<u>Adopted Budget</u>	<u>Adopted Budget</u>	<u>Difference</u>
Staffing FTE	198.94	223.27	223.27	230.55	7.28
Departmental Costs	15,447,808	18,464,350	18,606,875	20,522,451	1,915,576
Program Revenues	\$4,155,827	\$3,747,907	\$5,418,890	\$5,771,054	\$352,164
General Fund Support	\$11,291,981	\$14,716,443	\$13,187,985	\$14,751,397	\$1,563,412

### Key Trends:

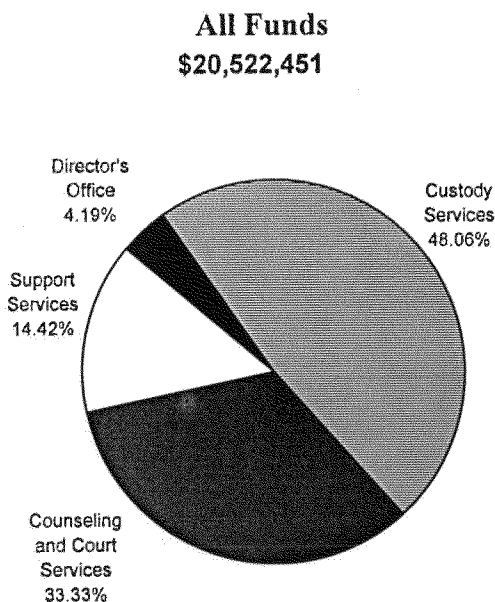
- Secure custody capacity is increased by 63 beds to a new total of 191 beds in 12 units. The new bed capacity is in four units: the State of Oregon will operate two units mostly on a stand-alone basis; Multnomah County will operate one unit for a residential sex offender program; and Washington County has financed one unit that will remain vacant in 1996-97.
- Staffing increases by a net amount of 7 FTE's to a total of 230.55 FTE. Staffing increases include annualization of the Sex Offender Unit (5.0 FTE) and conversion of on-call staff to permanent for coverage of the coed unit (3.0 FTE).
- The average stay of youth in the detention facility is increasing due to the expansion of residential treatment programs, the implementation of Ballot Measure 11, and the use of beds for parole violators. Historically, the average stay in detention was 7 days; now one-third of the youths have longer stays, with some youth remaining in detention for over 100 days.
- The Detention Reform Initiative is fully implemented with the annualization of the detention alternatives and the Day Reporting Center. Juvenile Justice will evaluate the Detention Reform Initiative during the coming year to identify successful components of the initiative.
- Juvenile Justice is developing a case classification tool to evaluate the risks and needs of delinquent youth. The probation classification system will provide the Department with an objective means to target supervision and program resources to better serve its clients. The tool will be used to make decisions about levels of supervision for youth placed on probation, make program and placement decisions and structure sanctions.

# Juvenile Justice

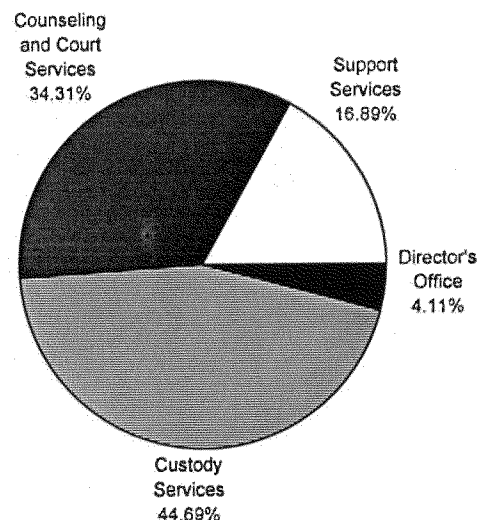
## Budget Highlights:

- *Expansion of work crews for sanctions and victim restitution.* The Project Payback and Community Service work crew programs are expanded to address long waiting lists, enabling the programs to serve 450 additional youth. Opportunities are increased for youth to do community service work as an immediate consequence for delinquent behavior, as a means to earn money to pay back their victims' losses and as a way to build skills.
- *Flexible Funds program.* The "Flexible Funds" program is budgeted at a full year cost of \$400,000. Flexible Funds are used to purchase services to meet the individual needs of youth and their families, including shelter care, counseling and treatment services. This is the first year the funding appears in the Department's budget; in 1995-96 funding for the program was reserved in contingency and approved during the year.
- *Expansion of educational opportunities for youth in detention.* Educational opportunities for youth in detention are expanded to create computer-based education programs for youth during the evenings, weekends and summers. The need for enhanced educational programming has grown as youth remain in detention for longer stays in treatment programs or awaiting trials for Measure 11 offenses. Services will be provided through a contract with the Educational Service District and a half-time computer coordinator position.
- *Annualization of residential sex offender treatment program.* The residential sex offender treatment program will begin operation in July, 1996 upon completion of the facility expansion. Funding for the program is increased by \$500,000 to reflect a full year of operations.

## TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET

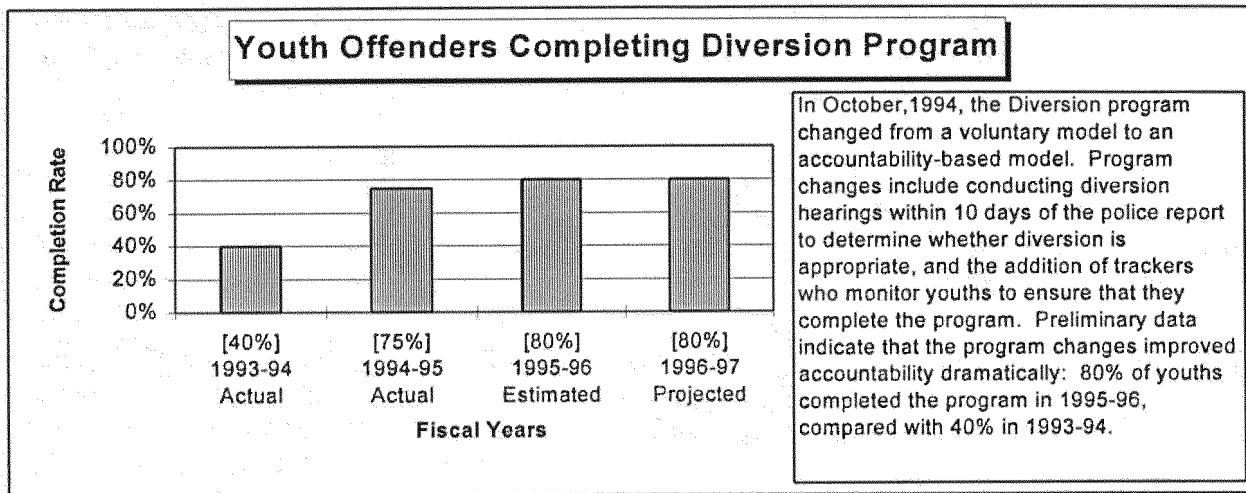


**General Fund Only, Including Cash Transfers**  
**\$14,751,397**



# Juvenile Justice

## Performance Trends



# Library

## Department Services

The Department of Library Services offers the following services:

- Circulates books and other library materials at a Central Library, fourteen branch libraries, and through outreach services.
- Assists patrons in finding books and information.
- Selects, acquires, organizes and processes a wide variety of books and other materials on numerous subjects expressing wide-ranging points of view for people of all ages.
- Provides age appropriate materials and services for children and young adults.
- Provides materials and services to those county residents not able to come to county libraries or use conventional materials.

## FY 1996-97 Summary Information

	1994-95 <u>Actual</u>	1995-96 <u>Current Estimate</u>	1995-96 <u>Adopted Budget</u>	1996-97 <u>Adopted Budget</u>	<u>Difference</u>
Staffing FTE	310.02	320.50	320.50	350.60	30.10
Departmental Costs	20,314,880	20,984,564	21,461,069	39,571,287	18,110,218
External Revenues	14,786,466	14,468,134	14,944,639	33,413,165	18,468,526
General Fund Support	5,528,414	6,516,430	6,516,430	6,351,234	(165,196)

## Key Trends:

As Multnomah County Library prepares for the 21st century, forces for change already in motion are shaping the vision of tomorrow's library. These forces include:

- Rapidly developing technology in communications and computerization;
- Growing population in the Portland region;
- Transformations in the workplace;
- Heightened community awareness of the urgent need to provide adequate and enhanced educational opportunities for children;
- Changing lifestyles and changing information demands among library users;
- Limited public funding.

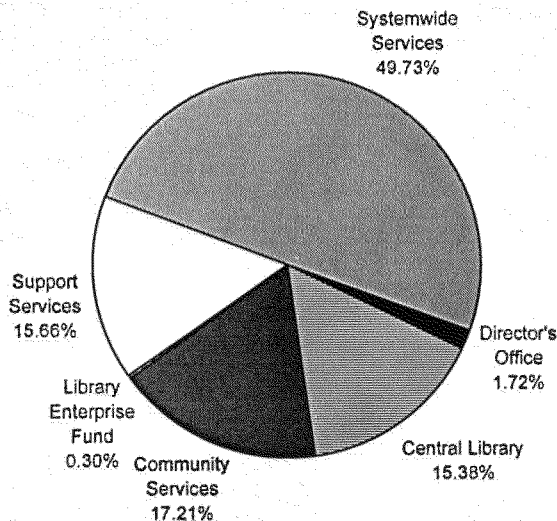
# Library

## Budget Highlights:

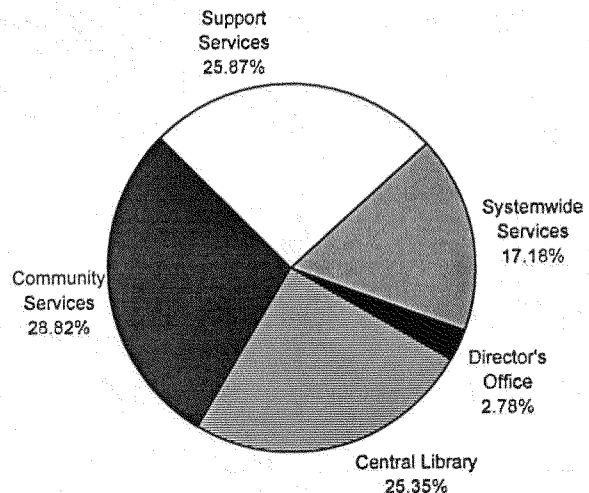
- The renovated Central Library will reopen in early 1997.
- The new Midland Branch Library will reopen at a full staffing level in September 1996.
- Custodial services in all library buildings will be enhanced.
- Library services will be enhanced for third to fifth graders in schools with at-risk populations; a new grant program will increase services to incarcerated youths.
- Capital fundraising for Central Library project enhancements will continue.
- The Library will continue to provide access to information through networking county systems with library systems, increased database products, and emphasis on continued staff and public education in the use of automated services and products.
- Hours of service increase 10 hours per week at the Central library, and 16% overall in the branch system.
- The library book and materials budget is increased \$421,632 to meet continued library user demand for new materials.
- Library outreach services to child care providers will be extended to identified, stable in-home providers.
- A model technology tutor training lab, to be staffed by a combination of volunteer and paid staff will be established in one branch location.

### TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET

**All Funds**  
**\$39,571,287**



**General Fund Only, Including Cash Transfers**  
**\$6,351,235**

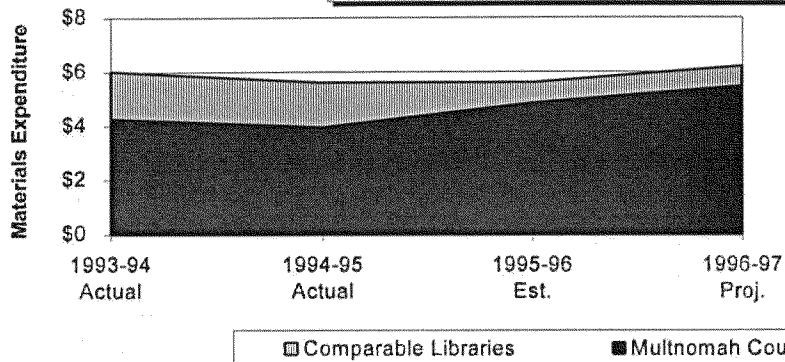




# Library

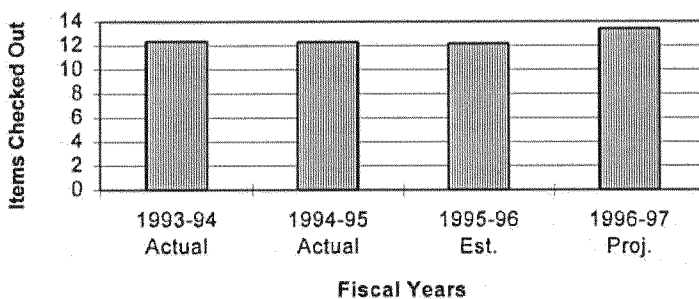
## Performance Trends

**Materials Expenditure Per Capita  
Comparison to Comparable Libraries**



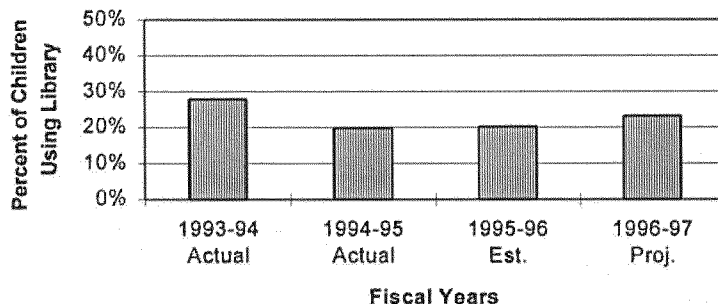
In 1994-95, Multnomah County Library's expenditures for maintaining the "infrastructure" of books and other materials were approximately 30% lower than expenditures in ten comparable jurisdictions.

**Library Items Checked Out Per Capita**



The number of Library items checked out per capita is increasing in Multnomah County. In 1994-95, 7.6 million items were checked out. In 1995-96, we estimate that 7.6 million items will be checked out - a yearly average of 12 items per Multnomah County resident.

**Library Usage by Children**



Measures children using the library as a percentage of the total population of children in Multnomah County. Over 30,000 youths used their library cards in the last year.

# Nondepartmental

---

## Department Services

Nondepartmental consist of the Chair of the Board, the Board of County Commissioners, County Auditor, County Counsel, Strategic Investment Program, Non-County Agencies, Accounting Entities and Historical Organizations.

- The Chair is also the Chief Executive Officer and administers all County programs except for those under the Sheriff, Auditor, District Attorney, and the Board of County Commissioners. The Chair's Office is responsible for implementing Board of County Commissioner's goals and policies and overseeing the administration of County government to ensure that all policies and programs are successfully implemented and efficiently and effectively managed.
- The Board of County Commissioners conducts all legislative activities of the County. It is responsible for adopting policies that guide the direction of the County's activities. It sits as the budget committee, reviews and recommends changes to the Executive Budget, holds hearings, and adopts the County budget; acts as liaisons to County departments, advisory boards and commissions; makes changes in County administrative departments; fills vacancies in elective County offices; and adopts labor agreements.
- The County Auditor conducts audits of County functions and makes recommendations for improving efficiency and effectiveness of County services. The Auditor's Office selects critical elements of County operations for review, conducts a general survey of the operations to identify areas for possible improvement, gathers more detailed information to determine whether improvement is possible, prepares a report describing audit results and recommendations for improvement, reviews the report with County management, and issues the report to the Board of County Commissioners and the public.
- County Counsel provides legal services to all elected officials and other County departments.
- The Strategic Investment Program (SIP) ensures that the intent of the SIP contracts is realized, including the creation and retention of family wage jobs.

### Non-County Agencies:

- The Portland-Multnomah Progress Board's mission is to maintain the benchmarks program which quantifies the community's future vision and tracks progress toward the achievement of community goals.
- The Metropolitan Human Rights Commission (MHRC) serves the community by fulfilling its mission of fostering mutual understanding and respect and protecting the human rights of all persons in Multnomah County.
- The Portland/Multnomah Commission on Aging's mission is to provide leadership to improve the quality of living for the County's elderly residents.
- Multnomah County Schools are school districts in Multnomah County that are receiving a one-time contribution of \$10 million from the County to help stabilize them until the state legislature can craft a long-term, statewide school funding solution in 1997.
- The Regional Arts and Culture Council (RACC) exists to foster the development of arts and culture among our regional communities so that they might touch and improve the lives of all citizens, to represent the public in cultural policy decisions, and to provide leadership, financial support, resource development, strategic planning, advocacy and coordination of the regional arts industry.
- The OSU Multnomah County Extension Service is responsible for assessment, design, delivery, and evaluation of programs centered around four educational objectives of: Economic Development; Human Development across the life-span; Natural Resource Conservation and Management; and Leadership Development.
- The contribution to the Historical Society is used for maintenance of the James F. Bybee House and Bybee-Howell Park and to provide trained educational interpreters for the Bybee House and the Bybee-Howell Park.

# Nondepartmental

---

- The East/West Multnomah Soil and Water Conservation District helps to develop and direct programs that assist landowners in the selection and application of environmentally accepted practices that conserve, enhance, and protect land, water and wildlife resources.
- The Food Stamp contribution is paid to the Oregon State Adult and Family Services Division which administers the food stamp program, for which the County is charged the cost of administration within Multnomah County.
- The Policy/Legislative organization records the costs of County dues to the Association of Oregon Counties, National Association of Counties, the association of O&C Counties, and other costs associated with policy and legislative matters.
- The Association of Portland Progress contribution is assessed by the Association of Portland Progress for downtown Portland economic development. Multnomah County's contribution is intended for Project Respond - a program that is designed to help the homeless mentally ill in downtown Portland.
- The Boundary Commission is authorized by ORS 199.457 to levy assessments.
- Business Income Tax budgeted here is the amount to be shared by the four east County cities of Gresham, Troutdale, Wood Village and Fairview. It is 25% of the 0.6% tax on business income.
- The Columbia Gorge Interpretive Panel Project plans and is responsible for installing interpretive panels along the Columbia River Scenic Area.
- The County School fund is required by ORS 328.005. The County provides County schools with \$10 from General Fund revenues for each child within Multnomah County between the ages of four and twenty. Interest earnings on these are also budgeted. The County must also add to the fund 25% of the money received from the sale of timber cut on federal forest reserves.
- The Convention Center fund budgets Multnomah County's share of the Hotel/Motel occupancy revenue (3% rate) to be used for development and operation of the Convention and Trade Center. The amount budgeted is forwarded to Metro, the lead agency responsible for the Convention Center.
- Building management for state required functions such as the Courts and Tax Supervising housed at various County sites.

Accounting Entities consists of the following:

- Tax Anticipation Notes - Repays short term loans in anticipation of receipt of property taxes.
- Special Appropriations - This is an accounting entity set up so that appropriations may be set up for special computer projects and to act as a repository for all General Fund data processing service reimbursements. For 1996-97, this is no longer being used. Costs have been allocated to departments or to Support Services.
- The Edgefield Children's Center Bond Sinking Fund is budgeted for the first time and accounts for retiring bonds issued to construct an expanded center at the Edgefield site.
- Capital Lease Retirement Fund - Accounts for costs associated with third party financing.
- Bond Sinking Funds - These funds account for costs related to financing of Library and public safety facilities renovation or construction.
- Equipment Lease/Purchase Fund - This fund accounts for the cost of mobile equipment for the Sheriff, Community Corrections, and Emergency Management that is being funded by COP proceeds.
- The Capital Acquisition Fund is being budgeted for the first time. This fund will be used for capital acquisition.
- Trust Funds - Multnomah County maintains several funds that are used to account for the receipt of resources held by the County in a fiduciary capacity. Disbursements are made in accordance with applicable agreements or legislative enactments for each particular fund.

# Nondepartmental

## Budget Overview

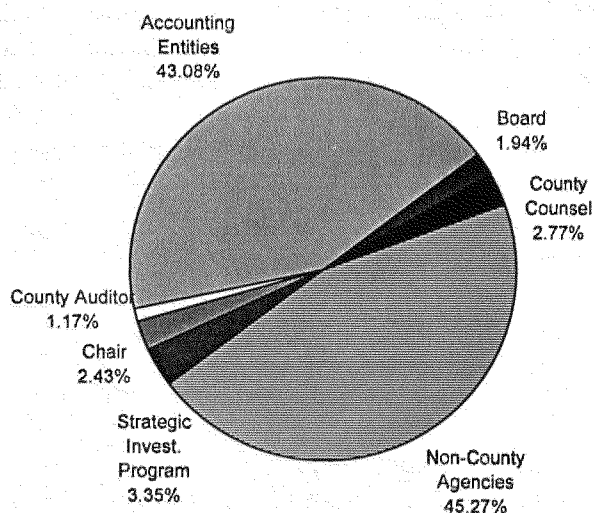
	1994-95 Actual	1995-96 Current Estimate	1995-96 Adopted Budget	1996-97 Adopted Budget	Difference
Staffing FTE	51.06	55.21	54.21	57.28	3.07
Departmental Costs	\$31,913,240	\$33,694,753	\$33,391,721	\$52,064,564	\$18,672,843
Program Revenues	\$22,147,474	\$24,413,332	\$24,143,332	\$44,208,699	\$20,065,367
General Fund Support	\$17,808,458	\$18,346,128	\$16,741,576	\$22,112,278	\$5,370,702

## Budget Highlights

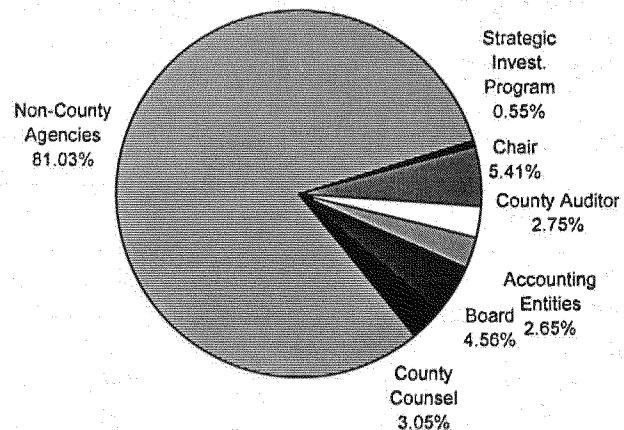
- *Strategic Investment Program (SIP) is budgeted for the first time.* The purpose of this program is to ensure that the intent of the SIP contracts is realized, including the creation and retention of family wage jobs.
- *Multnomah County School Districts are receiving a one-time contribution of \$10 million from the County.* This will help stabilize school districts until the state legislature can craft a long-term, statewide school funding solution in 1997.
- *Special Appropriations for computer operations is no longer budgeted here.* Service reimbursements are now budgeted at the departmental level. Projects are now budgeted in Support Services.
- *The Edgefield Children's Center Bond Sinking Fund is budgeted for the first time.* It accounts for retiring bonds issued to construct an expanded center at the Edgefield site.
- *Capital Acquisition Fund is budgeted for the first time.* This fund will be used for capital acquisition.

## TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET

### All Funds \$52,064,564



### General Fund Detail, Including Transfers to Other Funds \$22,112,278



# Sheriff's Office

## Department Services

The mission of the Multnomah County Sheriff's Office is to provide law enforcement and corrections services to the citizens of Multnomah County in a manner which is impartial to all in application and values the preservation of life, the promotion of human dignity and the quality and diversity of lifestyles of its citizenry.

The Sheriff's Office offers the following services:

- Intensive enforcement programs through Safety Action Teams to assist in empowering the residents of high risk neighborhoods to deal with crime and other social problems.
- Corrections programs such as work release and out-of-custody supervision and secure incarceration for pre-trial and sentenced offenders in Multnomah County.
- Patrol services to rural areas of unincorporated Multnomah County.
- Narcotics education and intervention through the D.A.R.E. Program and narcotics enforcement through the Special Investigation Unit.
- Civil process service and civil court enforcement of "execution process."
- Water safety education and patrol of 97 miles of waterways within the boundaries of Multnomah County.
- Transportation of prisoners both inter and intra-state to be held accountable for crimes committed in Multnomah County.
- Transportation of prisoners to court and security of the court rooms.

### Budget Overview

	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current</u>	<u>Adopted</u>	<u>Adopted</u>	<u>Difference</u>
Staffing FTE	685.73	784.34	744.06	785.35	41.29
Departmental Costs	\$56,683,628	\$59,124,131	\$59,212,730	\$66,916,827	\$7,704,097
External Revenues	\$21,467,742	\$17,392,205	\$22,856,305	\$27,307,845	\$4,451,540
General Fund Support	\$35,540,039	\$41,731,926	\$36,356,425	\$39,698,481	\$3,342,056

### Key Trends:

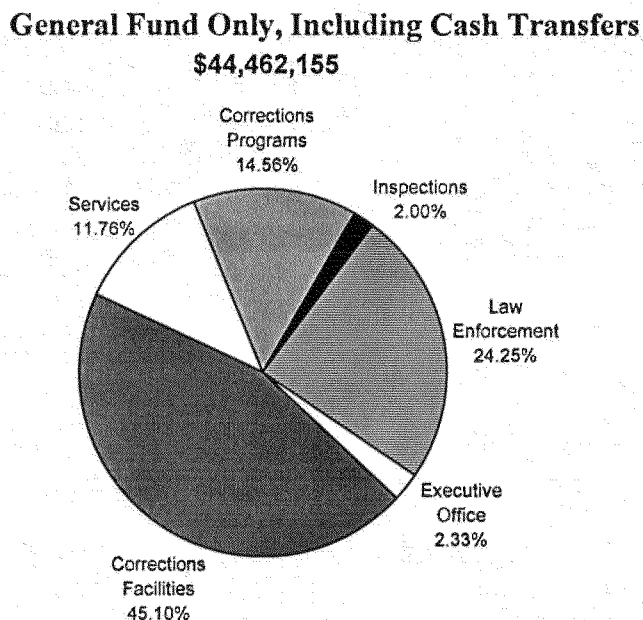
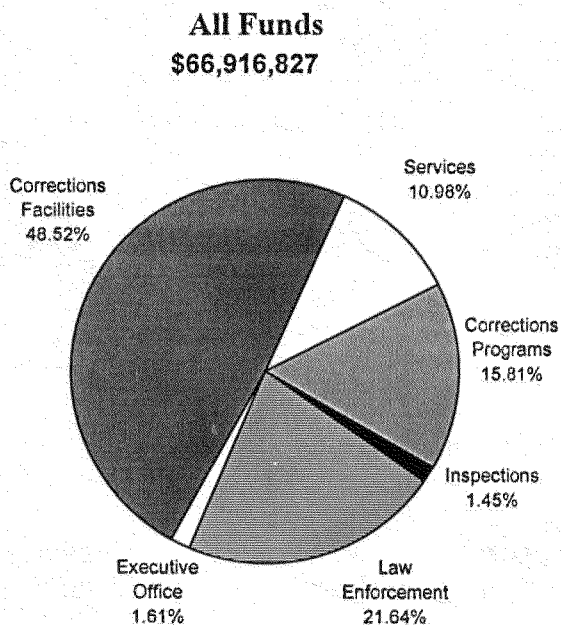
- Impact the problem of early release of inmates by maximizing the number of jail beds in existing facilities and program space in existing supervision programs.
- Plan the construction and operation of 460- new jail beds to eliminate early inmate releases and accommodate the shift of state prisoners serving less than 12 months to County jail facilities and corrections programs.
- Impact crime trends by law enforcement reorganization and operation of the Gresham holding facility.

# Sheriff's Office

## Budget Highlights:

- *Reorganize the Law Enforcement Division* . This reorganization was accomplished within current budget limits in order to increase services to East County, River Patrol and Civil Process.
- *Continued funding of temporary holding cells at the Gresham Police Department for East County booking through September 1, 1996*. Because the County's booking facility is located in downtown Portland, it is extremely time consuming for law enforcement agencies in east Multnomah County to transport and book offenders there. The use of the Gresham Police Department facility is a cooperative arrangement between the City of Gresham and Multnomah County. Funding is provided for the full fiscal year.
- *Increase enforcement of drunk driving offenses* . A grant was received from the Oregon Department of Transportation which will provide funds to increase the enforcement efforts to eliminate driving under the influence. This is a joint effort with the Oregon State Police, the City Police Departments of Portland, Gresham, Troutdale, and Fairview.

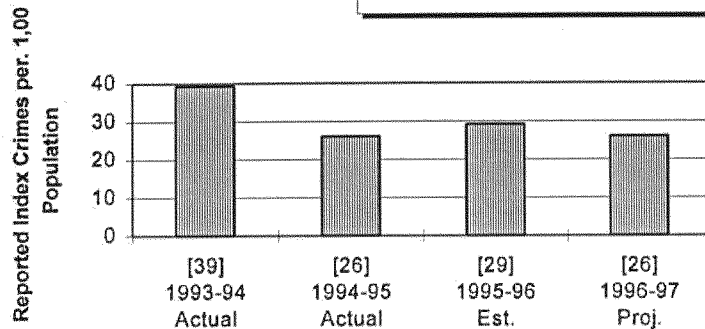
### TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET



# Sheriff's Office

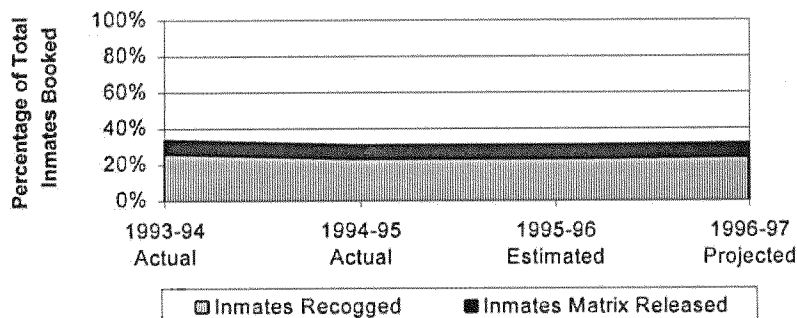
## Performance Trends

### Reported Index Crimes



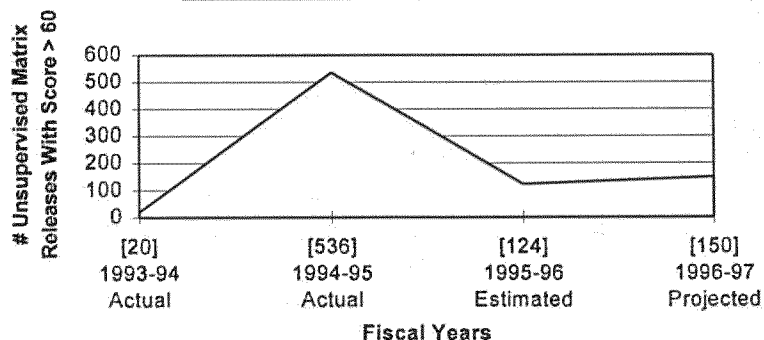
Index crimes are serious crimes against people and property. The statewide goal for the year 2000 is 28 per 1,000 population. The Sheriff's Office believes it will be able to meet or exceed the target.

### Inmates Recog or Matrix Released



Inmates are released on their own recognizance ("recogged") or matrix released when the facility population reaches the capacity limit set by federal consent decree. The percentage of inmates released increased in 94-95 due to an increasing number of crimes and a static number of jail beds available; additional available beds in 95-96 enable the projected decrease.

### Unsupervised Matrix Release of Serious Offenders



A matrix release score in excess of 60 often results in the release of sentenced inmates. The performance trend demonstrates the effectiveness of the corrections system in incarcerating the most serious risks to the community and supervising those who must be released due to overcrowding.

# Support Services

## Department Services

The Department of Support Services (DSS) is a team of centralized support agencies that deliver human, financial, information technology resource policies and tools to County departments. The DSS services include Finance, Employee Services, Labor Relations, Budget and Quality, Affirmative Action, Risk Management, Emergency Management, and Information Services.

DSS works with the Chair, the Board, and with other internal and external partners to promote, develop and communicate the County's strategic planning, budget process, and quality initiatives in order to achieve the County's "Urgent Benchmarks" and systems improvements. DSS also advises the Chair and Board on policy issues pertaining to funding, budgetary matters and/or other policy issues related to all of its divisions as needed.

## FY 1996-97 Summary Information

	1994-95	1995-96	1995-96	1996-97	
	<u>Actual</u>	<u>Current</u>	<u>Adopted</u>	<u>Adopted</u>	<u>Difference</u>
		<u>Estimate</u>	<u>Budget</u>	<u>Budget</u>	
Staffing FTE	160.40	166.53	167.03	170.50	3.47
Departmental Costs	\$34,036,930	\$39,166,206	\$39,323,270	\$53,145,847	\$13,822,577
External Revenues	\$38,649,025	\$32,447,749	\$32,462,249	\$43,429,307	\$10,967,058
General Fund Support	\$5,733,280	\$6,945,149	\$7,087,713	\$9,970,314	\$2,882,601

## Key Trends:

- Multnomah County is undergoing a significant organizational transformation, moving from a traditional government structure to a high-performance, outcome-oriented organization with a focus on customer needs, continuous quality improvement, and collaboration and partnerships. This change requires equally significant changes in the systems and processes which support the operational programs.
- The County's ability to work and communicate effectively is dependent on increasing the capacity to gather, analyze, and distribute data and information.
- The public - the County's customers - increasingly expect responsive and well coordinated government services and convenient access to public information.
- Requirements for support services continue to expand as the County takes on new programs from other agencies, responds to mandates and serves a growing population. Increasing reliance on technology, new capital projects and growth in the number of County employees all increase demand for the department's services. DSS must work with the operational departments and elected officials to determine the best ways to support the changing organization.



# Support Services

---

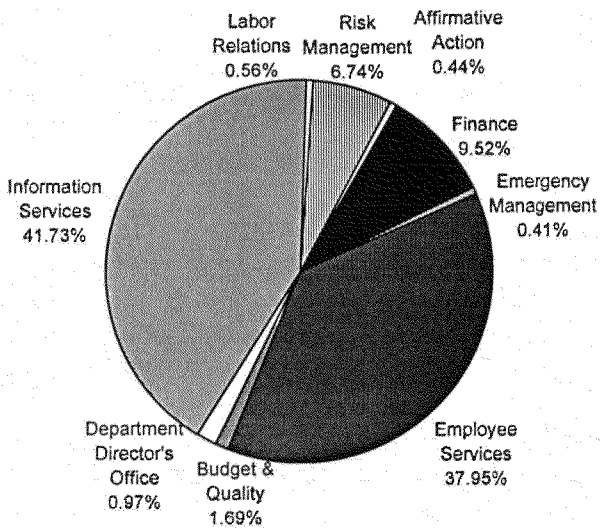
## Budget Highlights:

- The Department of Support Services exists in the budget for the first time, Department Administration is added as a new division, with 2.50 new FTE. Department information management and word processing functions, previously budgeted elsewhere in the department, are moved into Department Administration. The Information Services Division is moved from the Department of Environmental Services to the Department of Support Services.
- FY 1996-97 brings the first full year implementation of the *RESULTS Roadmap*, the *RESULTS Training Plan* and the *Strategic Plan for Information Technology*.
- The Information Services division will begin three new services as a result of the *Strategic Plan for Information Technology*: a geographic information systems (GIS) unit, to coordinate efforts countywide and educate county programs about potential uses of GIS; a data modeling and management unit, which will work with departments to identify the data they currently collect, the data they need to collect, and the data they need to share; and a policy/research person to assist the departments in their efforts, and to coordinate these activities and their results countywide.
- A "flat fee" for personal computers is budgeted in all departments, and received and administered in the Information Services Division. This fee will pay for equipment replacement; network, Microsoft Office® and Windows® maintenance agreements; and a person to administer the program.
- \$1.2 million of General Fund is budgeted for information technology. In FY 1996-97, these funds will be used for personal computer acquisition (other than replacement); network equipment; a review of the job classifications of technical employees; and training countywide on the new office suite standard, Microsoft Office®.
- \$200,000 is budgeted in the Information Services Division for the continued development of the integrated data management system for Community and Family Services and related county departments. If necessary, at the discretion of the County Chair, this funding can also be used to supplement the funding for the interim children's capitation system project begun in FY 1995-96.
- In order to increase diversity and opportunity in the public contracting process, funding is added to contract with the City of Portland in the areas of EEO certification of contractors, outreach, prequalification of construction contractors and contractor workforce training and recruitment.

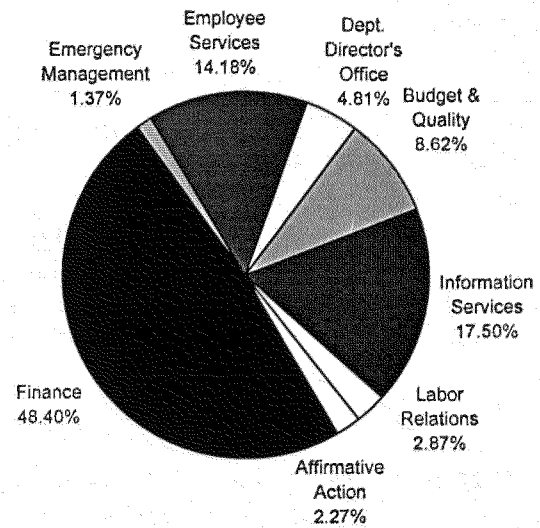
# Support Services

## TOTAL EXPENDITURES BY DIVISION 1996-97 ADOPTED BUDGET

**All Funds**  
**\$53,145,847**



**General Fund Only, Including Cash Transfers**  
**\$10,394,643**



# Appendix

---

## Tax Information

### Property Tax Limitation

In the November 6, 1990, General Election, Oregon voters approved Ballot Measure 5 (now Article XI, Section 11b of the Oregon Constitution), a property tax limitation measure. State laws related to the adoption of Measure 5 and its requirements are included in Oregon Revised Statutes (ORS) Chapters 305 through 312.

### *Limitations on Levy Rates*

Taxes imposed on property are segregated into three categories: all taxes levied for funding the public school system; all taxes levied for funding government; and all taxes levied for paying principal and interest on exempt bonded indebtedness.

For public school systems, ORS 310.150 (3) (a) provides for phasing in the property tax limitation rates over a five-year period, beginning in 1991-92. In 1995-96 and thereafter, the maximum allowable tax rate for public schools is \$5 for each \$1,000 of Real Market Value (RMV). (Real Market Value is defined in the later section entitled "Assessment and Equalization.")

All non-school local governments are required to share a tax rate of \$10 per \$1,000 of RMV.

### *Exemptions for Bonded Indebtedness*

Taxes collected for exempt bonded indebtedness are not limited. "Exempt bonded indebtedness" is:

- a. Bonded indebtedness authorized by a specific provision of the Oregon Constitution.
- b. Bonded Indebtedness incurred for capital construction that was issued as a general obligation of the issuing government on or before November 6, 1990.
- c. Bonded indebtedness incurred for capital construction or capital improvements, that was issued after November 6, 1990, with the approval of the electors of the issuing governmental unit.

### Tax Levy

Authority to levy property taxes is vested with the governing body of each school district and local government. The governing body determines the levy annually as part of the budget process. Annual budgets for local units are based on a fiscal year which begins July 1 and ends the following June 30. Constitutional and statutory limitations on the amount that a governing body may levy are:

- **Levy Within Six-Percent Limitation (Tax Base Levy).** A tax base, approved by a majority of voters at a primary or general election, represents permanent authority to levy annually a dollar amount which cannot exceed the highest amount levied in the three most recent years, PLUS six percent thereof. A local unit is permitted only one tax base levy, and proceeds may be used for any purpose for which the unit may lawfully expend funds.

# Appendix

---

- **Levy Outside Six-Percent Limitation (Special, Serial or Continuing Levy).** Special and serial levies are temporary taxing authority, approved by a majority of voters, permitting the levy of a **specific dollar amount** for up to ten years. Since 1978 serial levies may also be established based on a specified tax **rate** but the term may not exceed three years. Not more than four serial levy measures may be proposed in a year.

Should school or local government combined taxes exceed the rate limits in ORS 310.150, the taxes owed each jurisdiction are reduced by an **equal percentage** to bring the total tax rate in line with rate limits.

- **Levy Not Subject to Six-Percent Limitation (Debt Levy).** Local units levy annually an amount sufficient to pay principal and interest costs for bonded debt. Bond measures must be approved by a majority of voters. Proceeds from a debt levy cannot be diverted to another purpose.

Taxes imposed to pay the principal and interest for bonded debt are not subject to rate limits.

## Impact of Tax Limitation on Consolidated Rates

When the consolidated tax rate subject to the rate limits for operating levies for governments or schools exceeds the constitutional amount within a given tax code area, the following formula is used to calculate the rates that apply to properties within that levy code area.

*Maximum rate divided by consolidated rate, which produces a percentage, which is then applied to each tax rate.*

The Multnomah County Assessor's Office determines tax rates on a property by property basis. Therefore, if any fee, charge or assessment is a "tax" under Article XI, individual properties may differ in their tax rates within the same tax code area.

## Multnomah County Current Levies

Article XI, Section II of the Oregon Constitution restricts the annual growth of property taxes levied as a tax base to six percent. In 1956 County voters approved a **tax base** of \$11,985,000. The tax base increases annually by no more than six percent, unless the voters approve a new tax base. The 1996-97 Multnomah County General Fund tax base is \$108,400,187, of which it expects to collect \$102,438,177 after discounts and delinquencies of \$5,962,010.

On May 21, 1996, the County voters approved two separate three-year **rate based serial levies** for library and jail operations. The County expects to collect \$14,411,781 for library operation and \$27,851,783 for jail operation in 1996-97.

In addition, the County voters approved two bond measures at the May 1996 election: a \$29 million bond for the Library system to be used to buy computers, computer systems, and links between the Library and schools, to renovate branches, and to cover major maintenance in branches, and a \$79.7 million Public Safety Bond to build a new 210 bed jail, to expand the Inverness Jail by 120 jail beds, to construct or buy 150 alcohol and drug treatment beds for offenders, to remodel booking and transport areas at the Justice Center and Inverness Jail, to upgrade electrical systems, to link computer systems of police, courts, District Attorney and Corrections, to cover the cost of expanding the Juvenile detention facility and to buy or construct abused children receiving homes.

# Appendix

## Bond and Levy Election Record

Year	Purpose	Amount Requested	Votes			Percent
			Yes	No	Margin Passed (Failed)	
1996	G.O. Library Bonds	29,000,000	73,281	44,458	28,823	62.24%
1996	Public Safety Bonds	79,700,000	64,135	51,736	12,399	55.35%
1996	3-yr. Library Levy	\$0.4034/\$1,000	85,923	32,794	53,129	72.38%
1996	3-yr Public Safety Levy	\$0.7796/\$1,000	68,431	47,339	21,092	59.11%
1993	G.O. Library Bonds	\$31,000,000	98,239	44,278	53,961	68.93%
1993	3-yr. Library Levy	\$0.4034/\$1,000	75,685	56,846	18,839	57.11
1993	3-yr. Jail Levy	\$0.5288/\$1,000	89,983	58,138	31,845	60.75
1990	G.O. Juvenile Justice Bonds	23,800,000	49,395	79,465	(30,070)	(61.67)
1990	3-yr. Library Levy	7,500,000/yr.	80,887	54,630	26,257	59.69
1989	3-yr. Jail Levy	4,700,000/yr.	111,713	40,373	71,340	73.45

## Impact of Tax Limitation on County Property Tax Revenues

The effect of compression on the County's revenues since passage of the tax limitation measure is shown below:

	<u>Fiscal Year</u>	<u>Levy Amount*</u>	<u>Loss due to Tax Limitation</u>	<u>Percent Loss</u>
(Actual)	1991-92	\$104,802,931	\$13,111,104	12.51%
(Actual)	1992-93	109,663,105	8,402,845	7.66%
(Actual)	1993-94	118,435,171	7,144,722	6.03%
(Actual)	1994-95	125,425,973	4,479,951	3.48%
(Actual)	1995-96	134,750,217	0	0

## Assessment and Equalization

The process of identifying and assigning a value to taxable property is termed **assessment**, and the process of maintaining uniformity of values between property owners and various classes of property is termed **equalization**. Assessment of property is administered by the County Assessor, except for public utility property, which is assessed by the State Department of Revenue. All property is reappraised in six-year cycles, and values are adjusted annually to maintain assessments within a specified range of county-wide market value.

Property taxes are calculated based on the "Real Market Value" (RMV) of each property. The date on which the value of property is determined for tax purposes, is July 1, the beginning of each tax year. ORS 308.205 defines RMV as the minimum amount in cash which could reasonably be expected by an informed seller acting without compulsion, or the minimum amount a typical seller would accept or the highest amount a typical buyer would offer which could be reasonably expected by the seller of property.

ORS 309.010 through 309.990 establish a permanent equalization, notification and appeals process. The property identification date is July 1, value notices and tax statements are sent together in October, and valuation appeal proceedings commence after tax statements are received. There are two appeals processes, one which begins in December which permits property owners to appeal the real market value shown on their October tax statements, and a second appeals process beginning the end of each fiscal year

# Appendix

which allows property owners to challenge that the RMV of their property, determined as of the prior July 1, was not the **minimum** RMV during the year.

ORS 309.070 through 309.200 provide for county Boards of Ratio Review (BORR) which perform ratio review and equalization and are responsible for the fiscal year end valuation appeals process. County Boards of Equalization are responsible for hearing the regular RMV appeals which begin each December.

Property which is assessed for taxation includes all privately owned real property (land, buildings and improvements) and personal property (machinery, office furniture, equipment and livestock). There is no property tax on household furnishings (exempt in 1913), personal belongings, automobiles (exempt in 1920), crops, orchards, business inventories or intangible property such as stocks, bonds or bank accounts. Property used for religious, fraternal and governmental purposes is exempt, and reductions in assessments are granted for veterans' homesteads, certain open space farm lands and historic buildings.

## REAL MARKET VALUE OF TAXABLE PROPERTY

### LAST TEN FISCAL YEARS

(amounts expressed in thousands)

<u>Fiscal Year</u>	<u>Personal Property</u>	<u>Public Utility Property</u>	<u>Commercial Property</u>	<u>Residential Property</u>	<u>Total</u>
1986	1,015,729	1,147,113	7,570,973	8,575,756	18,309,571
1987	1,055,869	1,223,434	7,512,220	8,450,475	18,241,998
1988	1,023,969	1,288,194	7,490,818	8,445,202	18,248,183
1989	1,004,733	1,303,507	7,499,167	8,464,224	18,271,631
1990	1,032,886	1,417,606	7,631,464	8,579,922	18,661,878
1991	1,131,574	1,517,037	8,164,555	9,362,368	20,175,534
1992	1,130,602	1,426,209	9,761,548	11,007,703	23,326,062
1993	1,236,666	1,530,373	9,880,502	12,879,169	25,526,710
1994	1,203,111	1,628,475	9,941,135	14,727,420	27,500,141
1995	1,217,470	1,575,251	10,751,202	17,167,573	30,711,496
1996	1,330,255	1,647,640	11,913,270	19,792,331	34,683,496

## Collection

The County Tax Collector computes tax rates, bills and collects all taxes, and makes periodic remittances of collections to tax levying units. County tax collectors calculate public school and local government taxes separately, calculate any tax rate reductions to comply with tax limitation law, and develop percentage distribution schedules. The tax collector reports to each taxing district the amount of taxes imposed.

Tax collections are segregated into two pools, one for public schools and one for local governments, and each taxing body shares in its pool on the basis of its tax levy (adjusted as needed for tax limitation rate caps), regardless of the actual collections within the boundaries of each taxing body. Therefore, the amount for each taxing body becomes a pro rata share of the total tax collection of all taxing bodies within the County. Thus, an overall collection rate of 90 percent of the county-wide levy indicates a 90 percent tax levy collection for each taxing body.

# Appendix

Taxes are levied and become a lien on July 1 and tax payments are due November 15 of the same calendar year. Under the partial payment schedule the first third of taxes are due November 15, the second third on February 15 and the remaining third on May 15. A three-percent discount is allowed if full payment is made by the due date, two-percent for a two-thirds payment. For late payments interest accrues at a rate of 1.33 percent per month. Property is subject to foreclosure proceedings four years after the tax due date.

## TAX COLLECTION RECORD

<u>Fiscal Year</u>	<u>Real Market Valuation (000)</u>	<u>Percent Change</u>	<u>Total Levy (000)</u>	<u>Percent Change</u>	<u>Tax Rate /\$1000</u>	<u>Percent Collected Yr. of Levy</u>	<u>Percent Collected As of 4/30/95</u>
1985-86	18,309,571	0.80%	60,424	6.01%	3.30	91.52%	99.96%
1986-87	18,241,998	(0.37%)	63,839	5.65%	3.49	90.60%	99.97%
1987-88	18,248,183	0.03%	76,598	19.99%	4.19	91.23%	99.97%
1988-89	18,271,631	0.13%	80,476	5.06%	4.39	91.34%	98.40%
1989-90	18,661,878	2.14%	84,647	5.18%	4.54	92.24%	98.43%
1990-91	20,175,534	8.11%	100,605	18.85%	4.99	92.41%	98.19%
1991-92	23,326,062	15.62%	91,957	(8.60%)	3.94	91.56%	95.59%
1992-93	25,526,710	9.43%	101,479	10.35%	3.98	93.24%	95.64%
1993-94	27,500,141	7.73%	110,598	8.99%	4.02	95.33%	95.33%
1994-95	30,711,496	11.9%	123,498	11.8%	4.08	96.36%	98.29%
1995-96	34,683,496	12.9%	134,750	9.11%	3.89	NA	91.84%

## FINANCIAL INFORMATION

### Budgeting Process

Multnomah County prepares annual budgets in accordance with the provision of Oregon law for municipalities having a population exceeding 500,000 and with a Tax Supervising and Conservation Commission (TSCC).

### **Budgeting for 1996-97**

Beginning in December 1995, operating organizations prepared budgets intended to continue the 1995-96 level of programs into the next fiscal year. They also identified new initiatives to address issues isolated through the benchmarking process.

In April, the Chair prepared a proposal for the 1996-97 budget. This proposal was transmitted to the Board of Commissioners in May. The first week in May opens six weeks of budget hearings. The budget is to be reviewed by TSCC on June 6. The Board expects to adopt the budget on June 13.

# Appendix

---

## **Modifying the Budget During the Fiscal Year**

The Adopted Budget is the County's financial and operational plan for the fiscal year. During the year, however, things happen which require that plan to be changed.

### Budget Modification Resolutions (Bud Mod's)

State law gives the Board of County Commissioners wide latitude to change the budget during the year. Generally, County departments request the changes on forms called Bud Mod's. During a normal year there are between 150 and 200 such requests. Using these resolutions, the Board has the authority to:

1. alter appropriations to reflect changed priorities during the year,
2. incorporate new grant revenue into the expenditure plan,
3. change approved staffing levels; and
4. transfer appropriations from contingency accounts.

### Supplemental Budgets

The Board can reduce appropriations to deal with decreases in estimated revenues using Bud Mod resolutions. However, if the County receives additional revenues not anticipated in the budget, the Board cannot simply appropriate them. Unless these revenues are "grants, gifts, bequests, or devises transferred . . . in trust for specific purposes" (ORS 294.326), the County must go through a more elaborate process.



# Summaries

## PROPERTY TAX COMPUTATION

### GENERAL FUND (Fund 100)

Tax Base - Fiscal Year ending June 30, 1996	102,264,328
Plus constitutionally Allowed 6% increase	6,135,859
<b>TOTAL GENERAL FUND PROPERTY TAX</b>	<b>108,400,187</b>
Tax Base - Fiscal Year ending June 30, 1997	108,400,187
Less amount exceeding shared 1% Constitutional Limitation	0
Less delinquencies and discounts on amount billed	(5,962,010)
<b>TOTAL AVAILABLE FOR APPROPRIATION</b>	<b>102,438,177</b>

### LIBRARY LEVY (Fund 162)

3-year Serial Levy - Fiscal Year ending June 30, 1999	15,250,541
Less amount exceeding shared 1% Constitutional Limitation	0
Less delinquencies and discounts on amount billed	(838,780)
<b>TOTAL AVAILABLE FOR APPROPRIATION</b>	<b>14,411,761</b>

### PUBLIC SAFETY LEVY (Fund 169)

3-year Serial Levy - Fiscal Year ending June 30, 1999	29,472,786
Less amount exceeding shared 1% Constitutional Limitation	0
Less delinquencies and discounts on amount billed	(1,621,003)
<b>TOTAL AVAILABLE FOR APPROPRIATION</b>	<b>27,851,783</b>

### LIBRARY BOND SINKING FUND (Fund 226)

General Obligation bond - Fiscal Year ending June 30, 1997	2,388,557
Less delinquencies and discounts on amount billed	(131,371)
<b>TOTAL AVAILABLE FOR APPROPRIATION</b>	<b>2,257,186</b>

### LIBRARY BOND SINKING FUND - New (Fund 227)

General Obligation bond - Fiscal Year ending June 30, 1997	2,649,050
Less delinquencies and discounts on amount billed	(145,698)
<b>TOTAL AVAILABLE FOR APPROPRIATION</b>	<b>2,503,352</b>

### PUBLIC SAFETY BOND SINKING FUND - New (Fund 228)

General Obligation bond - Fiscal Year ending June 30, 1997	7,373,545
Less delinquencies and discounts on amount billed	(405,545)
<b>TOTAL AVAILABLE FOR APPROPRIATION</b>	<b>6,968,000</b>

# Summaries

## PROPERTY TAX COMPUTATION

### TAX LEVY ANALYSIS

	ACTUAL 1993-94	ACTUAL 1994-95	BUDGET 1995-96	BUDGET 1996-97
Levy within 6% limitation	91,014,891	96,475,783	102,264,330	108,400,187
Public Safety Levy outside 6% limitation *	14,443,421	15,454,460	16,536,272	29,472,786
Library Levy outside 6% limitation	11,018,298	11,789,579	12,614,849	15,250,541
Library Bond outside 6% limitation	1,958,561	1,796,000	3,334,766	2,388,557
Library Bond outside 6% limitation				2,649,050
Public Safety Bond outside 6% limitation				7,373,545
Total Proposed Levy	118,435,171	125,515,822	134,750,217	165,534,666
Loss due to 1% limitation	(7,057,731)	(4,479,951)	0	0
Total Proposed Levy less Loss	111,377,440	121,035,871	134,750,217	165,534,666

\* Note: The Amount Shown for the Public Safety Levy is For Certification Purposes Only. Per the Tax Coordin the County Will Actually Levy Only It's "Share" of the Total Tax Levy Certified.

### NOTES

Levy amount exceeding shared 1% Constitutional Limitation	0
Loss in appropriation due to property tax limitation and discounts and delinquencies	(9,104,407)
Average property tax discount	2.00%
Property tax delinquency rate	3.50%
Average valuation change	9.00%

## SUMMARY OF RESOURCES 1996-97

Fund		Beginning Working Capital	Taxes	Intergovernmental	Licenses & Permits	Service Charges	Interest	Other Sources	Direct Resources	Service Reimbursement	Cash Transfers	Bonds / Certificates	Total Resources
General	100	17,356,185	149,806,888	12,775,244	1,781,223	5,534,353	2,231,948	497,320	189,983,171	16,886,525	1,301,027		208,170,723
Strategic Investment	140					1,520,000			1,620,000		122,419		1,742,419
Road	150	7,747,300	7,687,000	28,218,208	20,000	2,570,000	475,000	90,000	45,807,508	820,208			47,627,718
Emergency Communications	151			100,500			1,505		102,005				102,005
Natural Areas	153	1,370,385					8,515		1,378,900				1,378,900
Bicycle Path	154	44,477		83,000			2,500		129,977		48,284		178,261
Recreation Fund	155		123,000	233,000					356,000		10,300		368,300
Federal/State	156	285,857		136,306,135		2,980,876	10,000	1,893,058	141,455,926	2,392,594	55,351,380		199,209,900
County School Fund	157	10,000	185,000				7,000		202,000		1,382,950		1,584,950
Tax Title Land Sales	158		1,000,000	10,750			210,000		1,220,750				1,220,750
Animal Control	159	117,827			858,000	242,700		82,500	1,301,027				1,301,027
Willamette River Bridges	161	2,244,134		1,265,000					3,509,134	65,000	3,366,887		6,941,021
Library Levy	162	700,455	14,868,822	620,235		37,992	78,000	1,452,628	17,758,142	85,228	6,429,873		24,273,243
Fair	164			44,444					44,444				44,444
Convention Center	165	250,000	5,150,000				28,000		5,428,000				5,428,000
Land Corner Preservation	167	768,097				370,000			1,138,097				1,138,097
Inmate Welfare	168					59,975	13,705	1,094,210	1,167,891				1,167,891
Public Safety Levy	169		23,633,031	122,143			143,000		23,898,174	19,864			23,918,038
Assessment and Taxation	175	254,401		1,957,883		594,585		20,000	2,826,869	9,000	8,093,808		10,929,877
Justice Special Operations	180	779,550		551,575	376,840	1,238,424		674,029	3,620,418		140,647		3,761,065
Revenue Bond Sinking	224					292,000			292,000			295,000	587,000
Capital Lease Retirement	225	5,050,000					177,310		5,227,310	13,747,064		1,005,000	19,979,374
Library Bond Sinking (93)	226	1,745,593	2,428,686				75,000		4,250,279				4,250,279
Library Bond Sinking (96)	227		2,503,352				40,000		2,543,352				2,543,352
Public Safety Bond Sinking	228		6,968,000				70,000		7,038,000				7,038,000
Justice Bond Project	230						600,000		600,000			79,700,000	80,300,000
Edgefield Children Center	231								0			2,148,000	2,148,000
SB1145	232			43,425,000					43,425,000				43,425,000
Equipment Lease Purchase	234	120,000							120,000			1,352,528	1,472,528
Lease Purchase Project	235	5,755,000							5,755,000		350,000	7,801,810	13,906,810
Library Construction	236	13,650,000					2,700,000		16,350,000			29,000,000	45,350,000
Capital Improvement	240	2,780,243		100,000		359,054	15,000	400,000	3,654,297	36,950	4,110,220		7,801,467
Capital Acquisition	245								0		178,900		178,900
Care Oregon	390			43,790,192			659,119		44,449,311		322,778		44,772,089
Children's Capitation Project	395			11,139,839				299,999	11,439,838		705,124		12,144,962
Insurance	400	7,438,663				86,000			7,524,663	23,490,837			31,015,500
Fleet Management	401	1,759,060		324,383		43,631	70,000	20,000	2,217,074	4,502,630			6,719,704
Telephone	402	600,726				1,015,845	32,748		1,649,320	2,444,824			4,094,144
Data Processing	403	898,709				241,348	62,000		1,202,057	7,889,386	1,402,600		10,494,043
Mail/Distribution	404	116,043							116,043	1,255,377	500	32,000	1,403,920
Facilities Management	410	1,146,510				2,495,329	70,000	750	3,712,589	20,903,855	1,200		24,817,644
<b>Total All Funds</b>		<b>72,990,225</b>	<b>214,353,779</b>	<b>281,067,531</b>	<b>3,036,053</b>	<b>19,782,123</b>	<b>7,780,351</b>	<b>6,514,494</b>	<b>605,524,566</b>	<b>94,549,342</b>	<b>83,318,897</b>	<b>121,334,338</b>	<b>904,727,143</b>

## SUMMARY OF DEPARTMENTAL EXPENDITURE 1996-97

Fund		Aging	Community Corrections	Community and Family	District Attorney	Environmental Services	Health	Independent Organizations	Juvenile Justice	Library	Nondepartmental	Sheriff	Support Services	Department Expenditure
General	100	1,972,023	3,427,911	0	10,948,801	8,662,104	8,445,807	408,834	16,540,450					
Strategic Investment	140										20,727,315	43,461,424	8,850,127	123,444,806
Road	150					43,955,289					1,742,419			1,742,419
Emergency Communications	151											188,587		44,174,876
Natural Areas	153					1,200,000						102,005		102,005
Bicycle Path	154					178,251								1,200,000
Recreation Fund	155					365,300								178,261
Federal/State	156	15,253,818	22,574,140	88,066,085	2,916,025	100,000	58,431,495	3,905,279	3,926,705					366,300
County School Fund	157										23,262	2,544,185	218,905	198,959,900
Tax Title Lend Sales	158					1,220,750					1,584,950			1,584,950
Animal Control	159													1,220,750
Willemette River Bridges	161					6,941,021								0
Library Levy	162									24,071,287				6,941,021
Fair	164					44,444								24,071,287
Convention Center	166													44,444
Land Corner Preservation	167					557,527					5,428,000			5,428,000
Inmate Welfare	168								55,206					557,527
Public Safety Levy	169		1,828,419				2,211,762					1,112,605		1,187,891
Assessment and Taxation	175					10,929,677						17,376,065		21,418,246
Justice Special Operations	180		629,369		540,836									10,929,677
Revenue Bond Sinking	224											2,131,955		3,302,160
Capital Lease Retirement	225										292,000			292,000
Library Bond Sinking (93)	226										14,116,708			14,116,708
Library Bond Sinking (96)	227										2,471,884			2,471,884
Public Safety Bond Sinking	228										870,000			870,000
Justice Bond Project	230					71,859,274								2,391,000
Edgefield Children Center	231					2,148,000							7,440,726	79,300,000
SB1145	232					43,425,000								2,148,000
Equipment Lease Purchase	234													43,425,000
Lease Purchase Project	235					13,905,810					1,472,528			1,472,528
Library Construction	236					27,350,000				15,500,000				13,906,810
Capital Improvement	240					7,801,467								42,850,000
Capital Acquisition	245										178,900			7,801,467
CareOregon	390						44,772,089							178,900
Children's Capitation Project	395			11,894,962										44,772,089
Insurance	400										765,598			11,894,962
Fleet Management	401					5,728,423							22,316,997	23,082,595
Telephone	402													5,728,423
Data Processing	403												4,093,644	4,093,644
Mail/Distribution	404					1,321,073							10,225,448	10,225,448
Facilities Management	410					22,711,828								1,321,073
														22,711,828
<b>Total All Funds</b>		<b>18,225,841</b>	<b>28,459,839</b>	<b>99,961,048</b>	<b>14,405,662</b>	<b>270,438,248</b>	<b>113,861,153</b>	<b>4,314,113</b>	<b>20,522,451</b>	<b>39,571,287</b>	<b>52,064,564</b>	<b>66,916,826</b>	<b>53,145,847</b>	<b>781,886,879</b>

# Summaries

## FUND LEVEL TRANSACTIONS 1996-97

Fund		Department Expenditure	Cash Transfers	Contingency	Unappropriated Balance	Total Requirements
General	100	123,444,806	75,086,255	2,999,662	6,640,000	208,170,723
Strategic Investment	140	1,742,419				1,742,419
Road	150	44,174,876	3,415,171	37,669		47,627,716
Emergency Communications	151	102,005				102,005
Natural Areas	153	1,200,000	178,900			1,378,900
Bicycle Path	154	178,261				178,261
Recreation Fund	155	366,300				366,300
Federal/State	156	198,959,900	250,000			199,209,900
County School Fund	157	1,584,950				1,584,950
Tax Title Land Sales	158	1,220,750				1,220,750
Animal Control	159	0	1,301,027			1,301,027
Willamette River Bridges	161	6,941,021				6,941,021
Library Levy	162	24,071,287		201,956		24,273,243
Fair	164	44,444				44,444
Convention Center	166	5,428,000				5,428,000
Land Corner Preservation	167	557,527		580,570		1,138,097
Inmate Welfare	168	1,167,891				1,167,891
Public Safety Levy	169	21,416,246		2,501,792		23,918,038
Assessment and Taxation	175	10,929,677				10,929,677
Justice Special Operations	180	3,302,160	458,905			3,761,065
Revenue Bond Sinking	224	292,000			295,000	587,000
Capital Lease Retirement	225	14,116,708		4,857,666	1,005,000	19,979,374
Library Bond Sinking (93)	226	2,471,884		15,000	1,763,395	4,250,279
Library Bond Sinking (96)	227	870,000		15,000	1,658,352	2,543,352
Public Safety Bond Sinking	228	2,391,000		25,000	4,622,000	7,038,000
Justice Bond Project	230	79,300,000	1,000,000			80,300,000
Edgefield Children Center	231	2,148,000				2,148,000
SB1145	232	43,425,000				43,425,000
Equipment Lease Purchase	234	1,472,528				1,472,528
Lease Purchase Project	235	13,906,810				13,906,810
Library Construction	236	42,850,000		2,500,000		45,350,000
Capital Improvement	240	7,801,467				7,801,467
Capital Acquisition	245	178,900				178,900
CareOregon	390	44,772,089				44,772,089
Children's Capitation Project	395	11,894,962		250,000		12,144,962
Insurance	400	23,082,595		7,932,905		31,015,500
Fleet Management	401	5,728,423		991,281		6,719,704
Telephone	402	4,093,644		500		4,094,144
Data Processing	403	10,225,448	78,639	189,956		10,494,043
Mail/Distribution	404	1,321,073		82,847		1,403,920
Facilities Management	410	22,711,828	1,550,000	355,816		24,617,644
Total All Funds		781,886,879	83,318,897	23,537,620	15,983,747	904,727,143

## SUMMARY OF DEPARTMENTAL REQUIREMENTS 1996-97

Department	Personal Services	Contractual Services	Materials & Services	Principal & Interest	Capital Outlay	Total Direct Expenditure	Service Reimbursements	Total Spending	FTE
Aging	8,747,817	5,104,920	382,213	0	52,200	14,287,150	3,938,691	18,225,841	203.60
Community and Family	16,212,347	77,087,732	1,280,780	0	123,991	94,704,850	5,256,198	99,961,048	373.58
Community Corrections	15,744,535	5,738,759	1,359,679	0	151,264	22,994,237	5,465,602	28,459,839	354.40
District Attorney	9,612,132	945,789	650,690	0	19,439	11,228,050	3,177,612	14,405,662	202.33
Environmental	25,651,852	52,443,693	17,074,617	0	149,802,080	244,972,242	25,466,006	270,438,248	548.46
Health	40,760,402	48,591,631	5,635,528	0	515,183	95,502,744	18,358,409	113,861,153	812.45
Independent Organizations	714,151	3,133,342	86,939	0	7,500	3,941,932	372,181	4,314,113	15.00
Juvenile Justice	10,766,975	3,340,472	1,114,650	0	72,900	15,294,997	5,227,454	20,522,451	230.55
Library	13,439,672	621,227	4,803,392	0	15,529,450	34,393,741	5,177,546	39,571,287	350.60
Nondepartmental	3,206,975	23,566,300	263,422	20,656,217	1,467,644	49,160,558	2,904,006	52,064,564	57.28
Sheriff	43,820,595	2,493,718	5,385,648	0	434,446	52,134,407	14,782,419	66,916,826	785.35
Support Services	<u>8,793,212</u>	<u>2,780,697</u>	<u>26,392,397</u>	<u>246,219</u>	<u>10,510,104</u>	<u>48,722,629</u>	<u>4,423,218</u>	<u>53,145,847</u>	<u>170.50</u>
<b>TOTAL</b>	<b>197,470,665</b>	<b>225,848,280</b>	<b>64,429,955</b>	<b>20,902,436</b>	<b>178,686,201</b>	<b>687,337,537</b>	<b>94,549,342</b>	<b>781,886,879</b>	<b>4,104.10</b>

# Further Information Sources

## MANAGEMENT PHONE LIST

Name	Function	Phone
<b>Board of County Commissioners:</b>		
Beverly Stein	County Chair	248-3308
Bill Farver	Executive Assistant	248-3958
Norm Monroe	Community Pub. Safety Liaison	248-3962
Melinda Peterson	RESULTS	248-3971
Maria Rojo de Steffey	BCC/Interdepartmental Issues	248-3955
Sharon Timko	Land Use/Planning	248-3960
Rhys Scholes	Media and Comm. Svcs Issues	248-3928
Jo Ann Bowman	Comm. Svcs./Partnerships	248-3963
Delma Farrell	Support Svcs Coordinator	248-3953
Lyne Martin	Chair Stein's Calendar	248-3308
Peter Ozanne	Public Safety Coordinator	248-3956
Eddie Campbell	Communications Specialist	248-3960
Dan Saltzman	Commissioner, District 1	248-5220
Cameron Vaughn-Tyler	Staff Assistant	248-5220
Gary Hansen	Commissioner, District 2	248-5219
Mike Delman	Staff Assistant	248-5219
Tanya Collier	Commissioner, District 3	248-5217
Darlene Carlson	Staff Assistant	248-5217
Sharron Kelley	Commissioner, District 4	248-5213
Robert Trachtenberg	Staff Assistant	248-5213
<b>Others:</b>		
Deborah Bogstad	Board Clerk	248-3277
Larry Kressel	County Counsel	248-3138
<b>Independent Organizations:</b>		
Carol Wire	Mult. Co. Comm. on Families	248-3982
John Legry	Citizen Involvement	248-3450
Courtney Wilton	Tax Supv. & Conserv. Comm.	248-3054
<b>City/County Organizations:</b>		
Pamela Wev	Portland-Multnomah Progress Board	823-6990
Helen Cheek	Metro. Humans Relations Comm.	823-5136
Becky Wehrli	Port./Mult. Co. Comm. on Aging	823-5269

# Further Information Sources

Name	Function	Phone
<b><u>Departments:</u></b>		
<b><u>Support Services:</u></b>		
Jean Miley	Risk Management	248-3882
Michael J. Gilsdorf	Emergency Management	251-2466
Ken Upton	Labor Relations	248-5135
Curtis Smith	Employee Services	248-5015
Robert Phillips	Affirmative Action	823-4164
Barry Crook	Budget & Quality Office	248-3575
Dave Boyer	Finance	248-3903
Satish Nath	Accounts Payable	248-3316
Jean Uzelac	General Ledger	248-3786
Mindy Harris	Payroll	248-3432
Franna Hathaway	Purchasing	248-5111
Brian Lewis	Central Stores	248-3669
Harry Morton	Treasury	248-3290
<b><u>Aging Services:</u></b>		
Jim McConnell	Director	248-3620
Kathy Gillette	Admin. Svcs. Officer	248-3620
Bill Grossie	Program Dev. Specialist	248-3620
<b><u>Community &amp; Family Services:</u></b>		
Lorenzo Poe	Director	248-3691
Howard Klink	Deputy Director	248-3691
Kathy Tinkle	Admin. Svcs. Officer	248-3691
Susan Clark	Support Svcs. Manager	248-3691
<b><u>Community Corrections:</u></b>		
Tamara Holden	Director	248-3701
Patrick Brun	Administration (Budget)	248-3701
Cary Harkaway	Administration	248-3701
Judith Duncan	Diagnostic	248-3081
Michael Haines	Integrated Service Districts (West)	248-3456
Horace Howard	Integrated Service Districts (SE)	248-5051
Bill Jackson	Integrated Service Districts (NE)	248-3393
Jim Rood	Integrated Service Districts (Mid)	248-3236
<b><u>County Auditor:</u></b>		
Gary Blackmer	County Auditor	248-3320
<b><u>District Attorney:</u></b>		
Mike Schrunk	District Attorney	248-3162



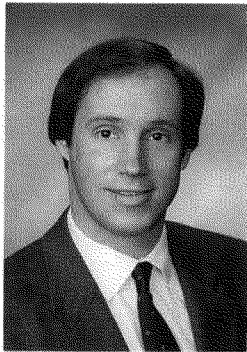
## Further Information Sources

Name	Function	Phone
<u>Environmental Services:</u>		
Larry Nicholas	Acting Director	248-5012
Mike Oswald	Administration (Budget)	248-5001
Kathy Busse	Planning, Transportation, & Land Use	248-5108
Wayne George	Facilities & Prop. Mgmt.	248-3322
David Flagler	Animal Control	248-3790
Tom Guiney	Fleet, Records, Elec., Distribution Svcs	248-5353
Janice Druian	Assessment & Taxation	248-3345
Vicki Ervin	Elections	248-3720
Jim Munz	Information Services	248-3749
<u>Health:</u>		
Billi Odegaard	Director	248-3674
Tom Fronk	Bus. & Admin. Svcs.(Budget)	248-3674
Dr. Gary Oxman	Regulatory Health	248-3674
Jeanne Gould	HIV/STD Services	248-3674
Jan Sinclair	Specialty Care Clinics	248-3674
Mary Lou Hennrich	CareOregon	306-5900
Shari Blakeslee	Primary Care	248-3674
Gordon Empy	Dental Services	248-3674
Dwayne Prather	Support Services	248-3674
Kathy Page	Corrections Health	248-3674
<u>Juvenile Justice Services:</u>		
Elyse Clawson	Director	248-3460
Joanne Fuller	Deputy Director	248-3460
Jim Anderson	Detention & Alternatives	248-3594
Marie Eighmey	Fiscal Program Services (Budget)	248-3550
Jann Brown	Information & Business Services	248-3544
Bill Morris	Community & Court Services	248-3532
<u>Library:</u>		
Ginnie Cooper	Director	248-5403
Jeanne Goodrich	Deputy Director	248-5492
Becky Cobb	Technical & Support Svcs. Dir.	248-5499
<u>Sheriff's Office:</u>		
Dan Noelle	Sheriff	251-2400
Barbara Simon	Executive Assistant	251-2503
Larry Aab	Fiscal Officer	251-2489
Sharon Owen	Research Analyst	251-2446

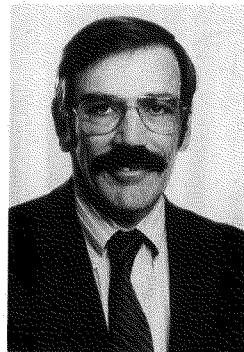
# MULTNOMAH COUNTY COMMISSIONERS



Beverly Stein,  
Commissioner  
Chairperson,  
(503) 248-3308



Dan Saltzman,  
Commissioner  
District No. 1  
(503) 248-5220



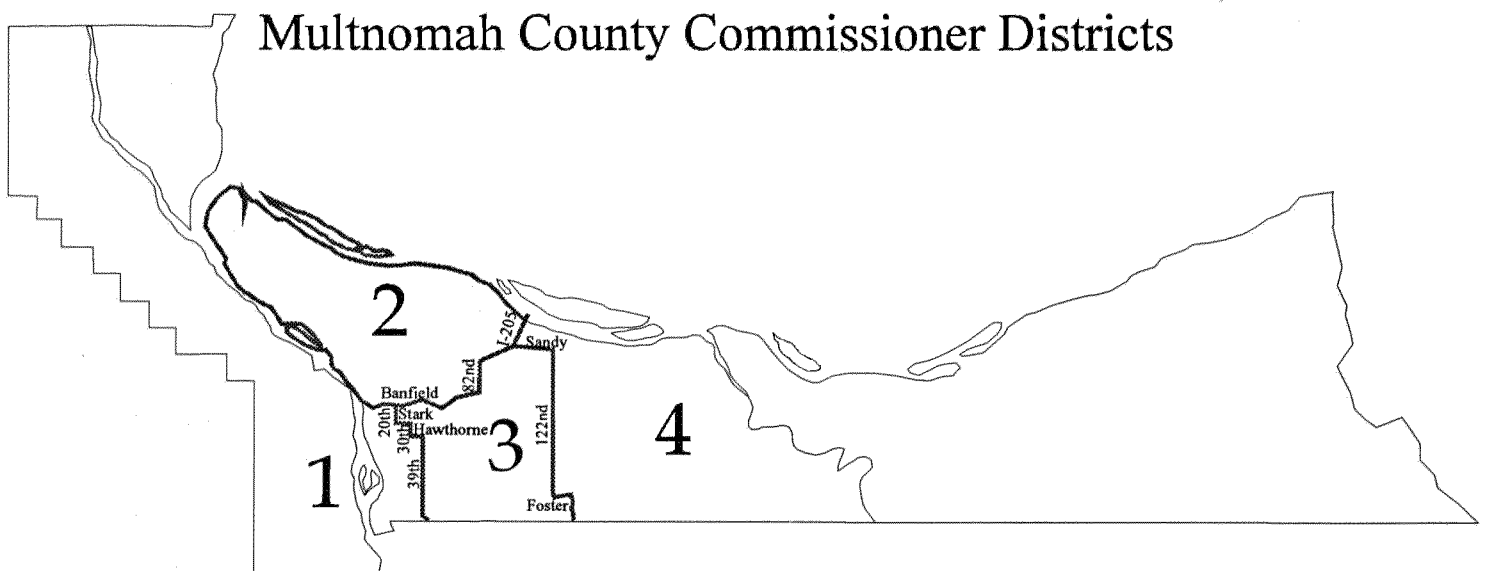
Gary Hansen,  
Commissioner  
District No. 2  
(503) 248-5219



Tanya Collier,  
Commissioner  
District No. 3  
(503) 248-5217



Sharron Kelley,  
Commissioner  
District No. 4  
(503) 248-5213



## MULTNOMAH COUNTY, OREGON

1996 ANNUAL REPORT

COMMUNITY BENCHMARKS

ENCHMARKS...

ment ambient air quality standards by industrial, residential, and commercial categories • Number of energy units used per capita broken down by percentage of Portland metropolitan area population growth since 1990 occurring in the Portland metropolitan area located in downtown Portland • Percentage of total non-profit manufacturing facilities including: libraries, museums, visual arts, and performing arts • Percentage of citizens who are satisfied that their recommendations were carefully considered • Percentage of citizens who volunteer at least 50 hours of their time per year to civic, community, or non-profit activities • Percentage of government service delivery expenses as a percentage of total government expenditures • Percentage of citizens who are safe and secure • Number of reported crimes against people or property motivated by prejudice including race, sexual orientation, religion and national origin • Number of reports of domestic violence including: Children abused and neglected per 1,000 people under 18 • Spouses or domestic associates abused per 1,000 people • Elderly abuse per 1,000 people • Families repeatedly victimized by such incidents • Number of reported crimes against people per 1,000 population. Crimes include murder, rape, robbery, kidnapping, and assault broken down by age • Number of reported crimes against property per 1,000 population. Crimes include burglary, larceny, motor vehicle theft, arson, and vandalism broken down by age • Victimization rates per 1,000 population. Crimes include hate crimes, domestic violence, rape & juvenile coerced theft broken down by race • Percentage of adults who use illegal drugs • Percentage of felons who commit new felonies within three years of reentry to the community • Percentage of diverted offenders who commit the same type of offense within one year after release from prison program broken down by substance abuse, alcohol, and domestic violence • Percentage of residences, institutions, and businesses which are prepared for an emergency by being able to sustain themselves for 72 hours • Property and person loss, due to emergency/disasters broken down by number of lives lost per 1,000 and dollar value of loss as percentage of structure/property exposed • 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

**Portland Multnomah Progress Board**





**1996 ANNUAL REPORT**

**COMMUNITY  
BENCHMARKS**

**BENCHMARKS...**

**PROGRESS MEASURED ONE STEP AT A TIME**



*Portland Multnomah  
Progress Board*

# *City Council and County Commissioners*

---

## ***Portland City Council***

Honorable Vera Katz  
Mayor

Honorable Gretchen Kafoury  
Commissioner of Public Affairs

Honorable Charlie Hales  
Commissioner of Public Safety

Honorable Mike Lindberg  
Commissioner of Public Utilities

Honorable Earl Blumenauer  
Commissioner of Public Works

Honorable Barbara Clark  
City of Portland Auditor

## ***Multnomah County Commissioners***

Honorable Beverly Stein  
Multnomah County Chair

Honorable Dan Saltzman  
Commissioner, District 1

Honorable Gary Hansen  
Commissioner, District 2

Honorable Tanya Collier  
Commissioner, District 3

Honorable Sharron Kelley  
Commissioner, District 4

Honorable Gary Blackmer  
Multnomah County Auditor

# *1995-96 Portland Multnomah Progress Board*

---

Honorable Vera Katz, Co-Chair  
Mayor, City of Portland

Honorable Beverly Stein, Co-Chair  
Chair, Multnomah County

John E. Bierwirth, Superintendent  
Portland Public Schools

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

Sho G. Dozono, President/CEO  
Azumano Travel Service

Barbara M. Karmel, Ph.D., President  
The Reed Company

David Lohman  
Director of Policy & Planning  
Port of Portland

Honorable Ruth McFarland  
Presiding Officer (1995)  
Metro Council

Daniel F. Moriarty, Ed.D., President  
Portland Community College

Lawrence J. Norvell, President/CPO  
United Way of the Columbia-Willamette

Mary Zoe Petersen, Owner  
Gresham Optical/Custom Eyes

Judith A. Ramaley, Ph.D., President  
Portland State University

The Reverend Luther Sturtevant  
Ecumenical Ministries of Oregon

Honorable Sharon Wylie, State Representative  
Wylie & Associates

Duncan E. Wyse, President  
Oregon Business Council

## ***Staff Members***

Pamela H. Wev  
Project Director

Kathleen A. Harris  
Senior Policy Analyst

Elana R. Bethune  
Staff Assistant



# Table of Contents

---

<i>Introduction</i> .....	1	<i>Appendices:</i>	
<i>Trends:</i>		Community Goals .....	157
The Public Mood .....	3	1996 Listing of Benchmarks .....	159
Growth Management .....	6	1996 Benchmark Award Winners .....	163
The Economy .....	9	Partners .....	165
The Status of Our Children .....	12	Explanation of Data Sources .....	167
<i>Benchmarks: State of the Art</i> .....	14	Bibliography .....	171
<i>Urgent Benchmarks</i> .....	17	Index .....	175
<i>Analysis of Benchmarks:</i>			
Economy Benchmarks .....	19		
Education Benchmarks .....	45		
Children and Family Benchmarks .....	59		
Quality of Life Benchmarks .....	81		
Governance Benchmarks .....	99		
Public Safety Benchmarks .....	125		





# B

ENCHMARKS...

PROGRESS MEASURED ONE STEP AT A TIME

# Introduction

---

Each day we read stories in the newspaper about impoverished teenage mothers, sensational crimes, or raging epidemics. It makes us wonder: Are we making *progress*? Are conditions in Multnomah County better than they were a generation ago? These are questions we all want to know, and policy-makers and civic leaders in Multnomah County are finding out the answers.

The Portland Multnomah Progress Board considers these issues through the Benchmarks which are indicators reflecting the status of our community. Established in 1994 through an extensive effort involving 3,000 citizens, the Benchmarks tell us if we are making *progress*. They also serve as a catalyst to bring the community together to address issues of concern.

The 1996 Portland Multnomah Progress Board Annual Report analyzes information concerning 76 benchmarks. Information to analyze twenty-four benchmarks was not available to us at press time, however, we will continue to pursue and analyze data for them during the coming year.

We maintained the original numbering system for the benchmarks, which was a random compilation. In order to simplify the number of benchmarks and focus discussion, the Board is committed to analyzing each benchmark related to people by gender,

ethnicity, age, and income. In doing so, we were able to eliminate several duplicative benchmarks. Several benchmarks were added in 1995, and the wording of some benchmarks was changed to more clearly reflect the data available for analysis.

To focus discussion and analysis, the benchmarks are discussed in this report according to six clusters: The Economy, Education, Children and Families, Quality of Life, Governance, and Public Safety.

During 1995 we carefully studied the benchmarks in three cluster areas: Public Safety, Governance, and Education. We believe that the benchmarks in those clusters are now complete and reflect the best available, or potential, data. However, our analysis is never complete for any benchmark; we continually seek data sources and policy expertise on the appropriateness and meaning of our benchmarks. The network of partners who help us with that process is under construction for each cluster, and we look forward to its continuing expansion.

At the upper right of each benchmark two symbols may appear. The logo of the Portland Multnomah Progress Board appears in every benchmark. The seal of the State of Oregon appears on those benchmarks which are also reported by the Oregon Progress Board.

To state each benchmark as a quantifiable indicator, we try to begin the phrasing of the benchmarks with an active verb such as "increase" or "decrease". Although the Board has not established targets for all benchmarks, the direction of the desired trend should be clear. However, for some benchmarks the desired trend has not been established, usually because the present situation of the benchmark is not known. In these cases, we use the term "monitor".

For public safety benchmarks which track crimes where there is a large disparity between victimization rates (crimes that occur) and reported crimes (crimes reported to authorities), we may actually want to see an increase in reported crimes, as victims feel more comfortable reporting incidents to police. (See Benchmarks #85, 86A, 86B, 86C, and 87.) For governance benchmarks which track per capita expenditures for capital infrastructure and services, and taxes as a percent of income, the Board has not determined whether the target should be higher or lower than present conditions. (See Benchmarks #24, 82, and 103.)

The benchmarks will always be a work in *progress*, as we refine our data and analyses and discover better ways to measure progress in achieving our vision for our community. We welcome contributions of data and ideas for all of the benchmarks.



# B

ENCHMARKS...

PROGRESS MEASURED ONE STEP AT A TIME

# The Public Mood

## Consider this . . . in Multnomah County

Seventy-eight percent of citizens rate their neighborhood livability as good or very good. (Benchmark #61)

Over 75% of citizen advisors to Portland and Multnomah County government are satisfied with their experiences. (Benchmark #77)

Over 57% of citizens volunteer in our community; 32% volunteer over fifty hours a year. (Benchmark #78)

Residents of Multnomah County have been asked their opinions on many issues through a variety of survey methods during the 1990's. The Portland Multnomah Progress Board has studied the findings of these surveys, as well as other information brought forward by experts in various fields.

The Board began by exploring allegations that the population is becoming increasingly polarized and greedy. Public surveys tended to dispute this. Extreme positions on public issues have become more "shrill", as characterized by Portland pollster Adam Davis, however, he sees an increasing concentration of moderate view points from which people seek consensus and solutions, real movement toward the achievement of public goals.

Davis offers the contrast seen in Table 1 between the public mood in 1990 and today. It is rich in symbolism and provides an excellent snapshot of current trends. (Davis, December 18, 1995)

After its study and discussion, the Portland Multnomah Progress Board found five important components to the public mood in Multnomah County in early 1996:

*Citizens have more confidence in local government.*

They believe local government services are improving. Pollster Noel Klein reports citizens have an increased understanding of the roles of different local government entities, although Metro remains a distant enigma to many. They favor consolidation of special service districts with local governments, but they are generally pleased with the make-up of sub-regional governments in the area. (Klein, January 1995) Davis reports that citizens become less confident as government becomes more distant.

Table 1  
1990 Public Mood vs. 1996 Public Mood

1990	1996
John Rambo	Forrest Gump
Standard of Living	Quality of Life
Things	Time
Hot Tubs	Green Houses
Good Deals	Good Deeds

Source: Davis & Hibbits, Inc.

# *The Public Mood (continued)*

---

Recently, citizens have added two more targets to their unhappiness with distant institutions: business and the media. Recent tax abatements to large semiconductor companies fueled citizen suspicion that large companies get richer, while the working person gets poorer. This was of particular concern to the City of Portland and Multnomah County, because such abatements were aimed to benefit low income and unemployed people.

The media is seen as superficial and sensational in its reporting. Citizens are increasingly turning to neighborhood sources of information - word of mouth from friends and associates and neighborhood newspapers which are drawing significant audiences in Multnomah County.

## *Citizens seek community.*

Many citizens believe that present suburbanization counters an individual's sense of community. Citizens are seeing the benefits of living patterns that increase access, not only to neighborhood services, but also to jobs and recreation. The increase in citizen dependence on neighborhood newspapers and other forms of communication, cited above, reinforces this trend.

Issues of growth management are of increasing concern to residents, supplanting crime as their primary neighborhood concern. What citizens mean when they use the term is vague, but generally applies to the impacts of growth on the overall condition of their neighborhood. This issue is discussed more fully in the next section.

## *Citizens understand how complex public issues are.*

During the recent years of the Your City Your Choice Survey conducted by the City of Portland during its budget process, a dramatic trend has emerged: Citizens no longer identify one issue in their community, such as transportation or public safety, as dominating their concerns. They express a rather consistent level of concern among several issues, such as education, economic development, growth management, and public safety. In citizen forums, participants often expressed an understanding of the interrelationships of different issues and of the need

to work on all fronts to address issues, all of which would contribute to the prosperity of their neighborhoods.

## *Citizens are anxious about their long term financial future.*

We shape our opinions about public issues based on our own experience. It is a rare citizen who has the luxury of information concerning societal trends, and who acts in other than his or her own self interest. However, few citizens have escaped the direct impact of changing patterns in our economy that have created a greater degree of separation, and alienation, between the wealthy and the middle class. The economic realities of slower, and for many, stagnant, wage growth have literally "brought home" the changes taking place in the workplace. These trends, discussed more fully below, have produced a sense of insecurity among our citizens. The changing workplace environment caused by the continued loss of traditional high paying manufacturing jobs in favor of low paid service jobs, has impacted those entering the workforce during the 1990's. And as business "downsizes" and continually reorganizes, workers are threatened with changes and job loss in areas where a decade ago they might have expected security for the duration of their working life.

---

*Citizens increasingly seek spiritual connectedness.*

Davis reports that membership in mainline churches and alternative religious organizations is once again on the rise. The popularity of books such as Thomas Moore's *Care of the Soul* and James Redfield's *The Celestine Prophecy* are indicative of a growing interest in spiritual issues. Davis cites the recent exercise and fitness craze as being linked to spiritual experiences. It appears that many people are taking time from their busy lives to explore their inner nature and their relationship to a greater being. This movement is consistent with the sense of community which people also seem to be seeking.



# Growth Management

---

## Consider this . . . in Multnomah County

▲ **The average time that residents commute to work has increased ten percent in the past two years.**

*(Benchmark #62)*

▲ **The percentage of residents using public transportation declined two percent from 1993 to 1994. The 1994 rate held steady in 1995.** *(Benchmark #63)*

▲ **The number of days per year that the region does not meet air quality standards continues to decline.** *(Benchmark #66)*

▲ **The City of Portland grew 35% from 1980 to 1995. The city of Gresham grew 134% during the same period.** *(Benchmark #72)*

## *The Regional 2040 Plan*

Portlanders cite growth management as being of increasing concern to them. This issue has received much public attention in the past year as Metro has stimulated public discussion with its adoption of the Regional Plan for the year 2040. Metro describes the following characteristics of its vision for the future of the region:

- A strong central city core.
- Thriving community centers throughout the region.
- Compact development that encourages innovative design patterns that increase the efficient use of land.

Oregon has a unique method for containing urban sprawl and protecting our valuable farm and resource lands - the Urban Growth Boundary. Mandated by our strong land use planning and zoning requirements, the Urban Growth Boundary clearly marks the

perimeter of the urban area. It includes all Multnomah County cities and portions of Clackamas and Washington counties. In order to achieve the vision of the 2040 Plan, Metro may have to adjust the Urban Growth Boundary accordingly to accommodate projected growth within the region.

Put in place in 1974, Oregon's land use system is only now being challenged by rapid growth; the survival of the system depends on how well the region can implement its vision for the 21st Century. In conjunction with the region's cities, Metro is developing projections to track the rate at which land must be developed in order to achieve the vision of the 2040 Plan. When these numbers are finalized, the Portland Multnomah Progress Board will develop benchmarks to measure progress toward the plan.

The vision of the 2040 Plan is to offer residents increased opportunities to meet their yearning for a greater sense of community. Because this yearning manifests itself in many different ways, "growth management"

---

can mean different things to different people. However, if we can achieve the efficiencies in land development articulated in the 2040 Plan, many of those favorable attributes of community have a greater probability of being fulfilled: community services such as libraries, schools, and resource centers within walking distance of homes; mass transit that links homes and work; vital neighborhood shopping districts; affordable, flexible housing for our changing family structure.

The pattern of development in the Portland area since 1970 has been similar to that of comparable cities, with most housing and job growth occurring away from the central city, in our case, toward the Urban Growth Boundary. However, single family housing development in Multnomah County has followed the general trends of such development in the region, only at a slower rate. Growth in multi-family housing has kept a consistent pace throughout the region.

Although several suburban "edge cities" have seen considerable growth in employment, notably Lake Oswego, Hillsboro, and Clackamas; Multnomah County employment growth has maintained a respectable, if slower, pace, particularly given environmental and possible land availability constraints.

*Trends impacting how we manage growth.*

The Portland Multnomah Progress Board believes that several major trends in our community should be taken into account as we develop our growth management program for the 21st Century.

*The demographic profile of our population is changing.*

Our community is becoming more ethnically diverse, and will probably continue to do so well into the 21st Century. Multnomah County has had a relatively small proportion of minorities compared to other urban areas

of its size. However, in-migration and higher birth rates among minorities will change that in the coming years.

Although we can expect a small increase in the number of children among us, the average age of our adults will increase as well, mirroring trends nationally. We are also impacted by economic conditions elsewhere in the nation. The recession of the early 1990's in California caused in-migration of Californians to Oregon which has subsided recently as economic conditions have improved to our south.

Although divorce rates have slowed recently, there continue to be profound changes in the structure of the American household. Single parent families will continue to be a presence. Several factors, including increased housing costs, will continue the trend in multiple, unrelated adults living together, as well as the return of young adults to their childhood household.

# *Growth Management (continued)*

---

*We must change the way we educate ourselves.*

Oregon has anticipated 21st Century changes in the way we educate ourselves. Education reform has triggered a debate concerning preparation of our children for the changing workplace which will extend well into the next decade. Learning must be seen as a life-long process that begins at birth and extends through retirement. Our traditional education institutions are greatly challenged by the implications of this trend.

The Portland Multnomah Progress Board intends to track closely education trends in the future, and will make every attempt to identify those factors which are indicators of success in adapting our present systems to necessary change.

*There will be changes in where we work.*

It is clear that many changes in the way we work loom on the immediate horizon. Technological innovation, demand for more leisure time, and family patterns have already caused changes in work site locations, commuting patterns, and support services needed for workers.

The Portland Multnomah Progress Board will collaborate with others in the near future to better understand this trend and to identify appropriate public and private actions which can better prepare our citizens for these changes.

## Consider this . . . in Multnomah County

▲ **Per capita income has not returned to its pre-1980 level, in comparison with national rates.**  
(Benchmark #1)

▲ **The amount of employer-provided training did not increase from 1992 to 1994.**  
(Benchmark #14)

▲ **We are seeing increases in student achievement levels.**  
(Benchmark #37)

## *The regional economy is thriving.*

After the prolonged recession of the early 1980's which was followed by a briefer recession in 1991, the Oregon economy is enjoying the very best kind of economic growth - slow and steady. Multnomah County has mirrored this economic health, although to a more moderate extent than its suburban neighbors.

In the late 1980's, then Governor Neil Goldschmidt led a state planning initiative that resulted in a prescient document, *Oregon Shines*, a blueprint for how Oregon might prepare its people for the economic challenges of the 21st Century. The Oregon Benchmarks were an outcome of this document, providing indicators to how well the state was progressing toward its goals.

The *Oregon Shines* project will be revisited during 1996. The Portland Multnomah Progress Board will be an active participant in this effort. We will carefully examine the implications of trends emerging in our changing local economy.

Let's begin thinking about the economic issues of the 21st century.

## *Imagine the 21st Century.*

Imagining the economy of the new millennium requires leaving behind all of our present assumptions about how we educate ourselves and our children, how and where we work, what kind of work we do, and, probably, how we organize our lives. Technological changes are likely to be sweeping, with even greater impacts on our work and families than the personal computer has brought during the last decade.

Such imaginings will require that we truly "get out of our boxes" and see the world as others see it, and as no one has ever seen it before. It will also demand a great deal of "giving up and letting go" ...an acknowledgement that things as they are, even in our personal existence, are likely to change, and that we must accept personal responsibility for being willing to adapt our own circumstances, and expectations as well. As a friend of the Progress Board is fond of saying, "The future is *not* the present with fins on it."

# The Economy (continued)

---

## *Should we redefine economic indicators?*

Even those outside of the economics profession are familiar with economic conditions that are tracked regularly by the federal government and reported by the media. The unemployment rate, inflation rate, and index of leading economic indicators are followed closely as bellwethers of national and local economic health. However, traditional economic indicators do not measure conditions that may be equally important to the well being of our community.

A new organization has emerged from this debate. Redefining Progress stimulates public debate over the nature of economic progress and the best means of attaining it. The group has designed a "genuine progress indicator" (GPI) to replace the gross domestic product (GDP) presently measured by national economists. The GPI takes into account spending on activities which can be seen as negative - medical and property costs of crime, natural resource depletion and environmental harm, loss of leisure, and unequal income distribution. GPI positively accounts for valuable things that the GDP ignores such as household and volunteer activities that contribute to social stability and family success. (Cobb, October 1995)

The Portland Multnomah Progress Board has discussed these positive contributions, called "social capital", along with standard economic indicators, and found them important in our community. Robert Putnam, a leading researcher in social capital issues, has studied the decline of social capital throughout the last several decades. (Putnam, January 1996) He defines that decline as the loss of strong community networks of people that support each other as individuals and contribute energy to organizations that nurture the community. After exploring factors that might have contributed to the decline of social capital (such as increased numbers of working mothers, increases in welfare recipients, mobility, and family instability), Putnam concludes that the culprit is *television*. We will explore this issue further.

In Multnomah County, discussions of economic growth include consideration of those factors that contribute to the *quality* as well as the quantity of prosperity. Community livability is an important goal of all of our community plans, and we are interested in developing indicators that adequately measure that goal. Whether called sustainability, quality of life, or livability, these issues are an important component of community progress.

The Portland Multnomah Progress Board will continue to explore alternatives for assessing economic and social conditions in our community, and we will integrate them into the benchmarks in future reporting of community conditions. We expect that such efforts will reinforce our belief that land use, economic, and social issues are interrelated.

## *How will we finance the future?*

The present system of publically financed physical infrastructure has evolved over two centuries. The system has given us stability over time, but has proved not to be flexible enough to adapt to the rapidly changing late Twentieth Century. We now face crises in funding all of the major systems that are necessary to our success in the next century. School finance is the Multnomah County crisis of 1996. Law enforcement absorbs an increasing share of local government budgets; corrections finance looms as the next great challenge. Transportation finance lurks constantly on the horizon until a major bridge collapse or gridlock draws public attention.

The education debate has recently focused primarily on the K-12 system. The higher education system is challenged by three other important trends: First, the rapid shift from jobs that require a high school diploma

---

or professional/technical education to jobs that require at least a bachelor's degree. Second, the need for continued access to adult education in order to increase the competitiveness of our current workforce and help our employees and employers adapt to the changing nature of our local economy. Third, the deficit in advanced research capabilities by our university system, especially in areas where our economy is fast growing such as high technology and finance.

The social service finance system is now over sixty years old, dating to the inception of Social Security in the 1930's. Programs of the 1960's Great Society have now matured into a labyrinth of service providers, public and private, financed by every level of government through a complex bureaucracy which is uncoordinated and duplicative.

Delivery of necessary public services such as water and waste disposal to all citizens, occurs through diverse providers in Multnomah County. Special districts deliver emergency, water, sewerage, and fire services. General purpose governments deliver all or some of these. Land use regulations related to environmental protection and aesthetics are supported by unclear public and private costs. These systems are a product of historical expedience and accident, certainly not of a consciously designed

system that maximizes service and minimizes costs.

Will we do a better job of financing these systems in the 21st Century? If so, we had better start the discussion now.

### *How will we train and retrain the workforce?*

As discussed in *Growth Management*, above, the Portland Multnomah Progress Board intends to address anticipated changes in the workplace, and its implications for the training of the workforce, during the coming year. These issues are central to any discussion of the economy.

# The Status of Our Children

---

## Consider this . . . in Multnomah County

▲ There are 24,679 children living in poverty ... about 12% of our children ... and this is poverty defined very conservatively. (Benchmark #6)

▲ Almost 30% of babies are born to mothers 17 and younger. (Benchmark #26)

▲ Only 39% of almost 3800 day care providers meet basic standards. Over 13,000 children lacked adequate child care arrangements in 1994. (Benchmark #32)

▲ The age of first use of alcohol and tobacco is declining. (Benchmark #34)

▲ Almost ten percent of our children do not graduate from high school on time. (Benchmark #38)

▲ All minority groups are over-represented in these numbers.

## *Some of our children are being left behind.*

Those who care about the condition and future of our children have cause to be concerned. The benchmarks show that our most vulnerable people are at an increasing risk of poverty. Citizens are generally feeling better about their communities; the region has agreed to manage growth cooperatively; the economy is expanding and creating job opportunities. Why are we leaving so many of our children behind?

The system that addresses the needs of children has been developed disjointedly over the past century. Welfare is funded by the federal government and administered by the state. Additional funding for special purposes such as mental health treatment and services to the disabled are also funded by federal dollars and administered by the state, county and local providers. In our community Multnomah County administers the public health care system and programs for children and families funded by county, state and federal dollars, and Portland and Gresham provide services to children and families mostly through community development funds from the federal government. Federal, state, and local funds are brought together to fund education, workforce train-

ing, and libraries. Funds from all levels of government also support a public safety system which seeks to ensure safe neighborhoods and minimize the worst impacts of poverty. Private charities provide a small portion of the overall system.

This system is complex and expensive, so complex that it is difficult to measure its results or its costs. When citizens demand accountability for their tax dollars, they are demanding that this system be understandable, that its goals be clearly defined, that results are measurable, and that costs be rational. The Portland Multnomah Progress Board is working with several partners to better define and measure the system that serves our children.

Our primary partner is the Multnomah Commission on Children and Families. Innovative state legislation in 1991 created a state commission on children and families and commissions in every county to plan for the long term delivery of services to children and families. It was the first such program to be charged with system-wide planning and the first to use benchmarks as the basis for its vision.

Preliminary analysis of the system that serves children and families indicates that most resources are spent on remediating the

ill effects of poverty, rather than on the prevention of poverty itself. Clearly the system must change its focus in order to prevent the social and economic problems that result from a poor, dependent population.

We have a theory about the status of our kids. Recent Progress Board discussion of the condition of children and families has led to a thesis that the Board will continue to explore in the coming months: *The increase of young children in poverty might be caused by the unemployment and underemployment of young parents in their twenties who are unable to earn a family wage.* This thesis puts forward the following facts:

- In the past decade the increase in poverty among adults has been largely in the 20 to 34 year old age group.
- Young children of this group are "at risk" for a variety of conditions: inadequate prenatal care, poor early childhood health, lack of readiness to learn when entering kindergarten, and subsequent poor academic and social performance.

Thus, the cycle of poverty and dependence is perpetuated and exacerbated.

What are the causes of the unemployment and underemployment of this population? Poor quality basic education? Inadequate years of education? Inadequate job training? Poor attitudes toward work? Anti-social behavior? What can be done to improve the condition of this population while helping their young offspring to combat the effects of their present poverty? The Portland Multnomah Progress Board intends to further study this thesis and find answers to these questions.

Children First for Oregon, an advocacy and research group for children, recently released its 1995 Report Card on the condition of children in Oregon. (Children First for Oregon, December 14, 1995) Table 2, a report card on the status of kids, shows Oregon to be a mediocre guardian.

**Table 2**  
**Children First for Oregon's**  
**1995 Report Card**

Indicator	Grade
<b>Safety</b>	<b>C</b>
A stable crime rate and better reporting of child abuse make this problem only slightly better.	
<b>Early Childhood</b>	<b>B</b>
Improvements in infant mortality, immunization, and child care should be celebrated!	
<b>Teen Years</b>	<b>D</b>
Needs immediate attention! All indicators are down: teen pregnancy, juvenile arrests, substance abuse, suicide.	
<b>Education</b>	<b>C</b>
We are making no improvements in early childhood education and are not doing well enough in improving school and job training performance.	
<b>Investing in families</b>	<b>C</b>
Some improvements in child support collection, health insurance, and housing affordability, but too many children remain in poverty.	

Source: Children First for Oregon



# Benchmarks: State of the Art

---

## *Accountability*

Benchmarking is part of a larger movement - generally described as performance measurement - within government that seeks to make government programs more accountable to citizens. As resources for government services become more scarce, and as citizens demand more value for their tax dollar, we must hold ourselves to higher standards of efficiency and performance. Benchmarks seek to simplify this accountability in a way that is understandable to managers and citizens alike.

The benchmarking concept is borrowed from private business, particularly manufacturers, who define an industry standard and measure their firm's performance against it. Some governments in the nation have also begun to establish such benchmarks to evaluate their performance. However, in Oregon, we use the term "benchmarks" to refer to a measurable, community-wide condition that can be tracked over time, such as the crime rate, livability measures, and health status of people. Our benchmarks are

strategic performance indicators that will tell us if we are making adequate progress toward achieving our goals.

## *Setting Targets*

Setting "targets" for benchmarks has proven to be a difficult task. Most of us are uncomfortable with the high degree of subjectivity inherent in this process, and with the uneasiness caused by holding organizations and the community accountable to unrealistic, or too easily achieved, targets. We know that we lack knowledge about the many variables that contribute to the performance of a selected benchmark, and we understand the reluctance of managers who fear that future funding may depend on benchmark performance. We are also becoming aware that marginal gains in certain benchmarks may have unreasonable costs, and it is clear that we need to better assess the marginal costs and benefits of our targets.

The Portland Multnomah Progress Board intends to establish targets for every benchmark, however, we remain in the process of collecting and analyzing data that will

allow us to set targets according to the following methods:

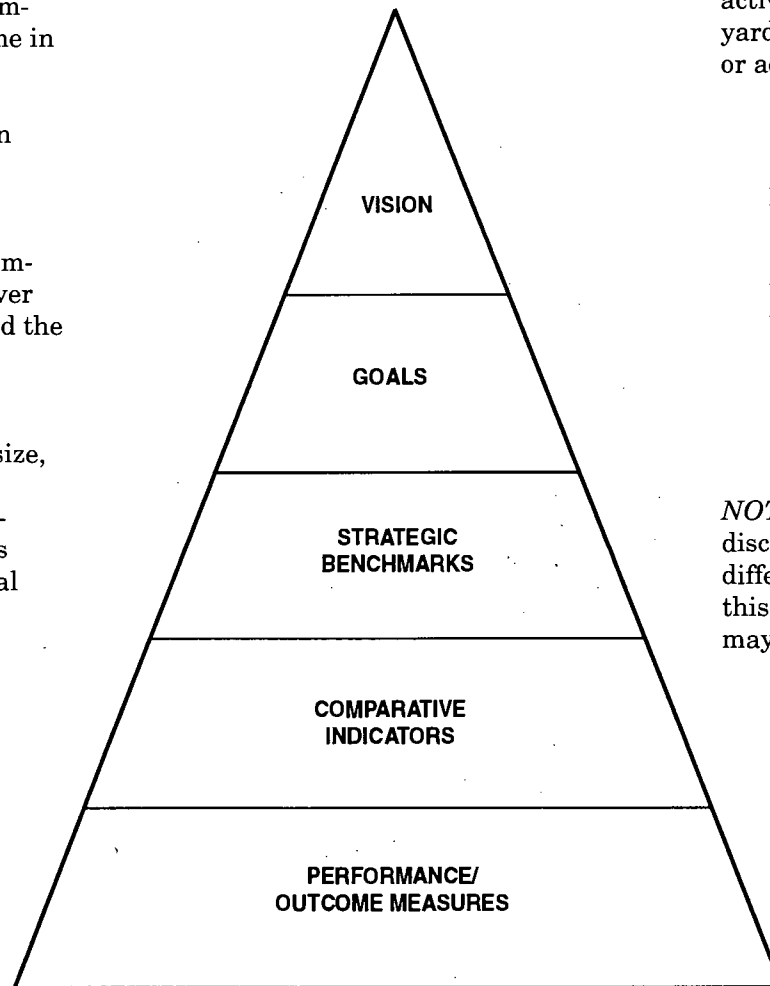
- *Public Will* - Ask the public! Information can be derived from surveys, electronic voting, advisory groups, etc.
- *Trend Projection* - Trend analysis that shows a positive improvement in a benchmark may be forecast as continuing into the future.
- *Comparability* - A benchmark may be compared to conditions in comparable jurisdictions, programs, or populations.
- *Widely Accepted Standards* - Standards have been developed by professional groups and others for many indicators.
- *Targets Set by Others* - Oregon Benchmarks provide targets for most benchmarks, and can be used locally in some cases.
- *Continuous Improvement* - As our programs focus on moving community indicators in positive directions, sometimes the best we can hope for is slow, but continuous improvement.

---

### *A Suggested Hierarchy*

- **Vision:** The overall character that a community wants to achieve by a certain time in the future.
- **Goals:** The conditions which must be in place to ensure the community's future vision.
- **Strategic Benchmarks:** Indicators of community conditions that can be tracked over time in order to measure progress toward the achievement of goals.
- **Comparative Indicators:** Conditions in communities comparable in population size, density, cost of living, and other factors. Such comparisons cannot be rigorous because of differing combinations of factors which also give communities their special ambience.

### **Benchmark Hierarchy**



- **Performance Measures:** Indicators used to evaluate the performance of a program or activity. Performance measures are the yardsticks by which the results of a program or activity can be assessed. These include:

- **Workload Measures:** Indicate the amount of work actually performed by a program.
- **Efficiency Measures:** Establish a relationship between resources used and work performed.
- **Effectiveness Measures:** Determine the extent to which a program achieves a result.

**NOTE:** The terms used in this emerging discipline are sometimes confusing, and often differ among jurisdictions. Definitions in this report are of concepts; organizations may use different terms for similar ideas.

# Benchmarks: State of the Art (continued)

---

## *Some Thoughts on Indices*

Some proponents of performance measurement advocate the creation of indices of community conditions - a formula that combines various benchmarks to create an overall rating for how a community is achieving its goals. The media has been receptive to this grading system, and publishes them without questioning the formula on which the grade is based. Several periodicals publish annual ratings of "best cities for bicycles", "most small-business friendly cities", and "best places to raise children". Portland often ranks high on such indices when issues of affordability and livability are prominent.

The Portland Multnomah Progress Board studies such cumulative indicators with interest. We believe they hold great promise for drawing the public's interest to benchmarks. However, data collection for benchmarks is in its infancy, and we are still struggling to report benchmarks in the most credible manner possible. We do not feel prepared to embark on a more complicated formula-building venture, until we have established public confidence in the credibility of our data and analyses.

## *Benchmarks Point to Our Need to Roadmap Our Systems*

The greatest challenge of benchmarking is to identify indicators which most clearly point to overall conditions in the community. We continue to add to, subtract from, and refine our body of benchmarks, so they draw a complete picture of the status of our community. Our inclination is to reduce the total number of benchmarks, while analyzing each one thoroughly. It is an iterative process of matching data to words, constantly refining both while also maintaining constancy for analysis over time. It is very hard work!

We see an urgency to go beyond the benchmarks to understand the *system* that impacts the indicators. For example, in 1995 the Progress Board convened a group of officials from law enforcement, the courts, prosecutors, and corrections in Multnomah County to reevaluate the public safety benchmarks.

Our objective was to develop a data system that could track individuals through the system in order for us to better evaluate the effectiveness of policies and programs. Both "before and after" information is necessary to assess the results of any system. Not only did we find the information system lacking,

but a comprehensive understanding of the system itself was lacking as well.

The Portland Multnomah Progress Board will "map" such systems in the future in an effort to better understand the appropriate benchmarks and to identify opportunities for collaborations to achieve the benchmarks.



# B

ENCHMARKS...

PROGRESS MEASURED ONE STEP AT A TIME

# Urgent Benchmarks

---

The following benchmarks have been designated by the Portland Multnomah Progress Board as “urgent”. When these benchmarks signal negative trends, we should focus public and private efforts on solving the problems they identify.

- #3 Average annual payroll per non-farm worker is increasing.
- #6 Percentage of people with incomes above 100% of the federal poverty level is decreasing.
- #37 Percentage of students who achieve at established skill levels is moderately increasing.
- #44 Percentage of citizens who have access to basic healthcare is remaining stable.
- #61 Percentage of people who rate their neighborhood livability high is increasing.
- #76 Percentage of citizens who feel local government is doing a good job at providing services is increasing.
- #82 Per capita dollars spent for city and county government are decreasing.

- #84 Percentage of people who feel safe walking alone in their neighborhoods during the day and night is increasing.
- #86 Number of reported incidents of domestic violence cannot be evaluated at this time. It is clear that better data is needed to understand this issue.
- #87 Number of reported crimes against people per 1,000 population is declining slightly.

## *Benchmarks to Watch Carefully*

In compiling the 1996 Annual Report, we found the following benchmarks to be indicators that signal alarm, usually because they have implications for larger public issues.

- #26 We are losing our battle to reduce teen pregnancy.
- #32 We do not have enough day care slots for our children.
- #34 Our children are using tobacco, drugs, and alcohol at an earlier age.
- #12/14 Businesses are not investing enough in training.

- #13 Too many 25-year-olds lack basic education and training.
- #27 Too many low birthweight babies are being born to African-American mothers.
- #29 Too many of our youngest children are still not adequately immunized against diseases.
- #47/53 Too many of our mentally and physically disabled residents are not self-sufficient.
- #63 Too many people are driving alone in their cars to work.
- #90 Too many people are injured or die from firearms.
- #93 Too many adults use drugs and abuse alcohol.





# B

ENCHMARKS...

PROGRESS MEASURED ONE STEP AT A TIME

# *Introduction to the Economy Benchmarks*

---

## *The regional economy is expanding.*

The Portland regional economy is one of the fastest growing in the nation. We are making a comfortable transition from a resource based economy to a high technology economy. As the state's urban center, our service sector is outpacing our manufacturing sector, however, our manufacturing activity is of an increasingly high quality. Exports from our regional port are growing rapidly, especially in the high value products which are air freighted.

## *Multnomah County is sharing in regional growth.*

Economic indicators within Multnomah County are also positive. Per capita income is up, total payroll is up, and unemployment is down. County incomes exceed the state average, although they have not returned to the higher-than-national rate prior to the 1980 recession.

## *Poverty is growing in the midst of economic prosperity.*

The rate of poverty in Multnomah County is growing. Vigorous economic expansion is not benefiting those in our community who need its benefits the most.

There remain neighborhoods where we are certain there are a disproportionate number of people in poverty. Our uncertainty is based on our lack of current data about these areas. We must rely on 1990 Census information for some of our most important poverty indicators, and we are uncomfortable that we cannot track the changes that we believe have occurred. The Portland Multnomah Progress Board is working on several initiatives to explore alternative ways to collect data on small areas.

## *We are not meeting the training needs of our work force.*

Employers tell us that they value training that occurs on the job site above all other types of training. Although we lack trend

data on this issue, it appears that employers are not investing enough in on-site training.

In the Education Benchmarks section we discuss the value of education to long term income for business and individuals.

## *Our data on business activity is limited.*

We are also sharpening our data on businesses. We are working with the Association for Portland Progress to refine our analysis of economic activity in downtown Portland. And we are experimenting with surveys of small businesses in targeted areas done by neighborhood residents.

## *We should study further the land use implications of economic growth.*

As we augment our benchmarks data with projections from the 2040 Plan, we will explore the land use implications of present and anticipated economic growth.



# Per Capita Income

## **Benchmark #1 Increase per capita income.**

### *Why It's Important*

Per capita income is the single most important indicator of community well being. A household with adequate income can afford to purchase the goods and services that provide comfort and prosperity: housing, food, healthcare, education, and leisure.

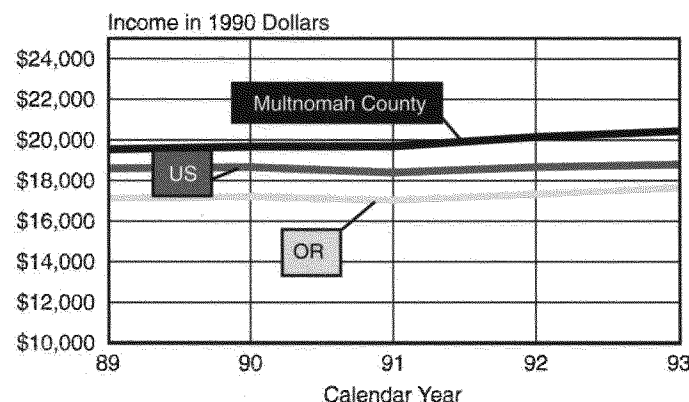
### *Per Capita Income*

As Figure 1 indicates, since 1990, per capita income in Multnomah County has risen slightly faster, and remains slightly higher, than in Oregon and the U.S. Per capita income for the City of Portland and Multnomah County are virtually the same.

However, taking a longer historical view, Figure 2 illustrates that residents of Oregon and Multnomah County have yet to recover the share of per capita income relative to the national average that they enjoyed in 1970. Even with the prosperity of the early 1990's, the impact of the recession a decade earlier continues to put us at a disadvantage nationally. However, the Oregon Employment Department suggests that, "Judging by the continuing employment growth and low

unemployment in Oregon, it is reasonable to expect that the gap between Oregon and U.S. wages will continue to narrow, albeit slowly." (Oregon Employment Department, November 1995, p. 2) Such recovery should be even greater in Multnomah County.

**Figure 1: Per Capita Income  
Multnomah County, Oregon, and U.S.  
1989-1993**



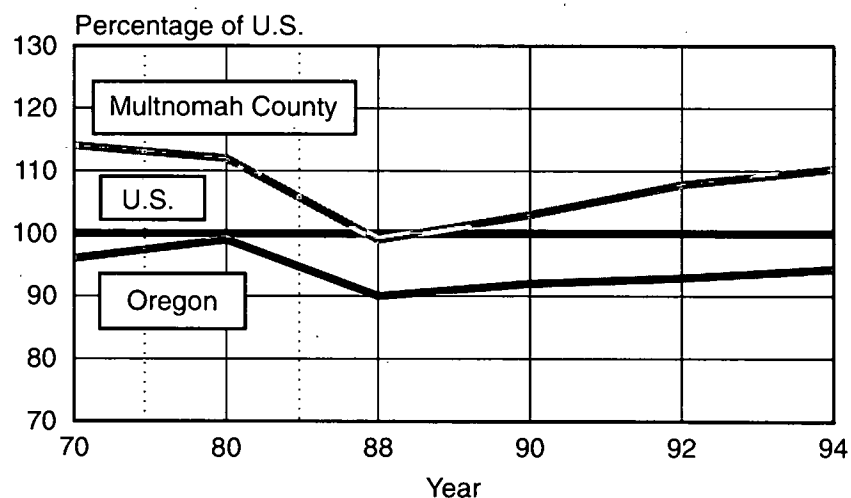
SOURCE: U.S. Department of Commerce, Bureau of Economic Analysis.

### *How should this benchmark change in the future?*

Through efforts to improve the quality of the resident workforce and to attract and grow family wage businesses, we should expect continuous improvement in per capita income. The annual target is 1.5% increase.



**Figure 2: Real Per Capita Income as a Percentage of the U.S.  
Multnomah County, Oregon  
1970-1990**



SOURCE: Oregon Department of Economic Development.

## COLLABORATION

### Targeted Neighborhood Project

The City of Portland has attempted to address the most basic need of each household in a small area of North Portland - full-time employment through the Targeted Neighborhood Project. Going house-to-house, two neighborhood workers visit residents to learn their most fundamental needs for training and employment. Working through the Northeast Workforce Center, this project has been successful in linking residents directly with training and employment.

Almost 200 residents have been placed in positions averaging \$7.64 per hour. Over 100 residents have been placed in training.

Those who reenter the workforce are most likely to lose their jobs within the first six months of employment. This is generally due to complications with child care, transportation, and appropriate clothing and equipment. The project continues to mentor clients after job placement to ensure that such barriers can be overcome.

# Average Annual Payroll

## **Benchmark #3 Increase average annual payroll.**

### *Why It's Important*

Our priority benchmark is to increase per capita income; the most certain way to accomplish that is to create a beneficial environment for those businesses that pay high wages to their employees. In addition to the obvious benefits of high wage jobs, they also provide added value to the community, because they tend to be augmented by benefits and relative stability that allow a household to maintain a higher standard of living.

### *Annual Payroll*

● Workers in Multnomah County have shown a steady increase in their average annual wage since 1984. (See Figure 4.) Given that increases in employment have occurred mostly in the service sector where wages are lower, this increase is notable.

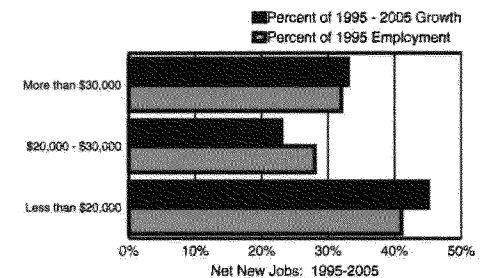
● Wage growth has only slightly outpaced inflation. Wage rates have increased 46%, while inflation has increased only 41%.

● The Oregon Employment Department recently prepared a forecast of employment statewide from 1995 to 2005. Figure 3 shows the distribution of wages within three wage categories in 1995, compared to projections for 2005. Changes in the structure of the economy mean fewer jobs in the average wage range, more jobs in the high wage range and the most growth in the low wage range. This trend is likely to apply to Multnomah County, as our economy continues expansion in retail services.

### *How Should This Benchmark Change in the Future?*

The target for this benchmark is continuous improvement from the present condition.

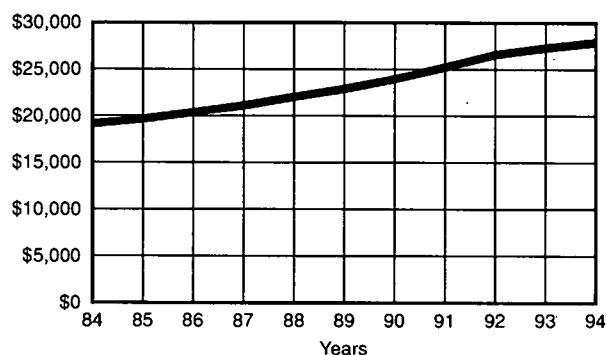
**Figure 3: Projected Job Growth by Salary Range  
Oregon  
1995-2005**



SOURCE: Oregon Employment Department, 1996.



**Figure 4: Average Annual Payroll  
Multnomah County  
1984-1994**



SOURCE: *Oregon Employment Department.*

## COLLABORATION

### Region 2 Workforce Quality Committee

In Multnomah and Washington Counties, 12 workforce agencies are collaborating to formulate a set of benchmarks and performance measures for use throughout the education and training system. The Oregon Workforce Quality Council is sponsoring the effort as part of the Oregon Option. Initially, eight federal funding programs have agreed to honor the benchmarks and performance measures. This work is in preparation for anticipated federal legislation which will create "block grants" to states for employment and training programs.

The Regional Committee has identified several types of performance measures which have seldom been used before in measuring the success of training programs: customer satisfaction (both trainee and employer), quality of the job in which the trainee is placed (based on wages, benefits, and potential), achievement of several standards used in education reform (SCANS, CIM, and CAM), and movement from public assistance to self-sufficiency.

# People in Poverty

## **Benchmark #6 Increase the percentage of people with incomes above the federal poverty level.**

### *Why It's Important*

An adequate income provides a family with the opportunity to be self-sufficient, providing its members with housing, food, clothing, medical care, and other necessary things. Adequate income makes a family part of the American marketplace, leaving dependency on costly public services behind, and contributing to the economic prosperity of the entire community.

### *The Federal Government Defines the Poverty Level*

The federal government defines poverty according to standards for costs of food and shelter, which many believe are too conservative. These defined poverty levels are used throughout the nation as the standard for measuring poverty. In March, 1996, revised poverty levels were published as seen in Table 3.

**Table 3**  
**Federal Definitions of Poverty**  
**1996**

Size of Family	Monthly Income (100% Poverty)	Monthly Income (125% Poverty)
1 person	\$645	\$806
2 persons	\$863	\$1,079
3 persons	\$1,082	\$1,352
4 persons	\$1,300	\$1,652

SOURCE: *Federal Register*.

### *Poverty in Multnomah County*

Information on poverty is difficult to analyze for several reasons. First, the most reliable data is from the decennial US Census, with some estimates made during intervening periods, so the farther we move into the decade, the older and less reliable the data become. Second, even the US Census tends to undercount those living in poverty because of their mobility and the instability of their living conditions. They are simply hard to count.

● The percentage of people living below 100% of the poverty level in Multnomah County increased from 1980 to 1994 from 11.1% to 13.1%. Those living below 125% of the poverty level increased from 1980 to 1990, but declined from 1990 to 1994. (See Table 4)

● There were 24,679 children living in poverty in Multnomah County in 1994. This is an increase of 12% since 1990, equivalent to the overall estimated population growth.

The Multnomah County Community Action Office (CAPO) published its Draft Report on Poverty in April 1996, providing in-depth information on this important issue. Figure 5 shows the geographic distribution of poor people in the County in 1990.

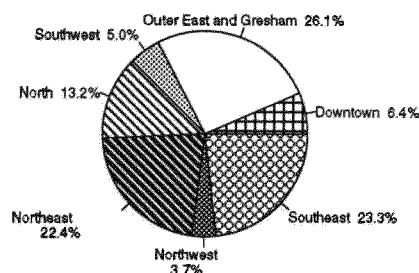
**Table 4**  
**Percentage of Population Living in Poverty**  
**Multnomah County**  
**1980-1994**

Federal Poverty Level	1980	1990	1994
100%	11.1%	12.8%	13.1%
125%	15.7%	17.6%	16.9%

SOURCE: Oregon Employment Department.



**Figure 5: Poverty as a Percentage of the Total Population in Multnomah County By CAPO Service Area 1990**



SOURCE: *Multnomah County Community Action Program Office.*

- The largest number of people in poverty (26%) live in East Multnomah County and Gresham. Southeast Portland has 23% of the County's poor, and Northeast Portland has 22%.

- Poverty in Multnomah County is almost entirely concentrated on the east side of the Willamette River. Only 15% of the County's poor live west of the river.

The CAPO report presents several other important facts about poverty in Multnomah County:

- Women are more likely than men to be in poverty.

- Persons in female-headed families are the most likely demographic group to be chronically poor. Sixty percent of all families in poverty were headed by single females. In North Portland 73% of all families were.

- All racial and ethnic minority populations are disproportionately poor compared to whites.

- Most of the black population living in poverty is concentrated in North and Northeast Portland. Other racial and ethnic populations in poverty are dispersed throughout the east part of the County.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board has targeted continuous improvement for this benchmark.

# Jobs in Our Community

## **Benchmark #7: Increase total employment.**

### *Why It's Important*

A healthy economy is constantly creating new jobs in existing firms and in newly established businesses. Especially where structural changes in industry are abolishing jobs, as in Oregon, it is important for the economy to be diversifying to an extent that will create additional jobs in expanding industries. The decline of timber industry jobs in Oregon has been more than compensated for by an increase in jobs in the high technology and other industries.

### *Employment in Our Community*

There were approximately 1,400,000 non-farm jobs in Oregon in February of 1996. Over 700,000 of those are in the Portland area; almost 400,000 of them are in Multnomah County.

● Table 5 shows the distribution of these jobs between manufacturing and non-manufacturing industries. Recent changes in local industry employment are consistent with state and national trends. Manufacturing jobs are declining, while service industry employment is expanding. However, there

are several notable trends in Multnomah County.

- Since 1990, total employment has increased by almost 22,000 in Multnomah County. The manufacturing sectors have lost over 1,000 jobs. The increase has come largely in non-manufacturing jobs and primarily in those with traditionally low wages such as services (+10,000 jobs) and retail trade (+3,000). Over 4,000 jobs have been added to governments, and over 4,000 have been added in transportation, finance, insurance, and real estate. (See Table 6)
- Because Portland is the urban center of the regional and state economy, service positions are expanding at an even greater rate than

in the rest of the state and nation. Table 5 shows the 5.7 percent increase in jobs created in Multnomah County between 1990 and 1995, and its distribution between manufacturing and non-manufacturing sectors.

The decline of manufacturing employment in the timber industry is being offset by an increase in employment in high technology and printing and publishing, both high wage manufacturing sectors. With the imminent expansion and location of two major semiconductor firms in Gresham, this trend will continue in 1996 and 1997.

**Table 5**  
**Employment Growth**  
**Multnomah County**  
**1990 - 1995**

Sector	1990 Employment	1995 Employment	% Change
All Manufacturing	50,200	49,000	-2.6
Non-Manufacturing	323,200	345,550	6.9
Total	373,400	394,550	5.7

SOURCE: Oregon Employment Department.



Sector	1990 Employment	1995 Employment	% Change	Average Annual Pay
<b>All Manufacturing</b>	<b>50,200</b>	<b>49,000</b>	<b>-2.6</b>	<b>\$33,814</b>
Food Products	5,150	5,150	0	\$29,195
Textiles	1,400	1,450	-2.6	\$24,991
Apparel and Leather	1,600	1,400	-12.5	\$17,650
Lumber/Wood	2,250	1,800	-20	\$38,413
Furniture and Fixtures	1,150	1,250	8.7	\$28,408
Paper Products	1,750	1,750	0	\$42,272
Printing/Pub	5,500	6,500	18.2	\$33,951
Chemicals	1,450	1,500	3.4	\$37,190
Stone, Clay, Glass	1,450	1,300	-10.3	\$33,071
Metals	10,300	9,100	-11.7	\$34,223
Machinery	4,600	4,150	-9.8	\$37,703
Electrical Equipment	2,150	2,100	-2.3	\$33,260
Trans. Equipment	8,450	8,550	1.2	\$38,827
Other	3,000	3,000	0	\$26,069
<b>Non-Manufacturing</b>	<b>323,200</b>	<b>345,550</b>	<b>6.9</b>	<b>\$27,092</b>
Construction	15,750	15,600	-0.95	\$34,068
Trans/Comm/UT	28,000	30,700	9.6	\$34,280
Trade	90,300	93,650	3.7	\$21,765
FIRE	29,850	32,000	7.2	\$33,796
Services	105,700	115,650	9.4	\$24,130
Government	53,650	57,950	8	\$32,215

The creation of high wage manufacturing jobs in the 1990's requires large parcels of land, close to transportation and other important resources. The availability of such sites in Multnomah County is in doubt and will be studied by the Portland Multnomah Progress Board in the coming months.

*How Should This Benchmark Change in the Future?*

The target for this benchmark is continuous improvement.

**Table 6**  
**Change in Employment and**  
**Average Annual Pay by Industry**  
**Multnomah County**  
**1990-1995**

SOURCE: Oregon Employment Department, July 1995.



# Unemployment Rate

---

## ***Benchmark #8 Decrease the unemployment rate.***

### ***Why It's Important***

The unemployment rate is probably the most popularly understood indicator of the economic health of a community. A low unemployment rate usually means that those who seek jobs can find them, and that jobs are being created to accommodate natural growth in the population. A high unemployment rate usually indicates that businesses are neither being started nor expanding, creating new jobs, and that even more often, employers are decreasing their workforces because of weak market conditions for their goods and/or services. Until the 1970's, "full employment" was judged to be 3.0 percent. However, even in a robust economy, the rate has not fallen that low since then. The percentage of the workforce that wants to be employed, but cannot find a job, is not only an understandable statistic, but a situation with which most of us can empathize.

**Table 7**  
**Comparative Unemployment Rates**  
**Portland Metro, Oregon, U.S.**  
**February 1996**

Area	Rate
Multnomah County	4.4
Clackamas County	3.6
Washington County	3.6
Portland-Vancouver PMSA	4.2
Oregon	4.9
U.S.	5.5

SOURCE: Oregon Employment Department.

### ***The Unemployment Rate***

The unemployment rate in Multnomah County has mirrored recent economic conditions. Since the early 1990's the rate has fallen steadily, and in February 1996 it stood at an excellent 4.4 percent. As Table 7 shows, that is .8 percent higher than neighboring Clackamas and Washington Counties, however, it remains below the Oregon average of 4.9 and the national average of 5.5.

In Multnomah County in February 1996 there were 362,000 people in the labor force, those holding or seeking full-time or part-time employment. Of those 16,100 were unemployed. In addition there are people with jobs who are seeking to upgrade their jobs by working for higher wages and benefits, better working conditions, or longer hours. During 1995, 72,000 of those persons registered their skills with the Oregon Employment Department in Portland. The Portland Multnomah Progress Board ana-



**Table 8**  
**Present and Projected Occupations**  
**Multnomah and Washington Counties (Region 2)**  
**Compared to**  
**1995 Multnomah County Job Seekers**

Occupation Group	Region 2 1995 Jobs	% of Total	Region 2 2005 Jobs	% of Total	1995 Job Seekers	% Female	% Male	% of Total
Managers/Officials	37,656	6.50	46,319	6.44	4,006	43.29	56.71	5.53
Professional/Technical	126,507	21.81	164,954	22.93	9,161	49.99	50.01	12.64
Sales	70,683	12.18	87,297	12.14	6,933	52.60	47.40	9.57
Clerical	108,342	18.68	124,121	17.26	12,290	71.76	28.24	16.96
Service	75,238	12.97	96,171	13.37	11,403	48.97	51.03	15.74
Agriculture, Forest, Fishing	7,861	1.36	9,665	1.34	1,746	14.38	85.62	2.41
Mechanical, Production, Construction, Operations	141,331	24.35	168,200	23.38	26,921	17.24	82.76	37.15
Other Miscellaneous	12,792	2.15	22,606	3.14	N/A	N/A	N/A	N/A
Total	580,140	100.00	719,333	100.00	72,460	40.37	59.63	100.00

SOURCE: Oregon Employment Department, Portland Multnomah Progress Board.

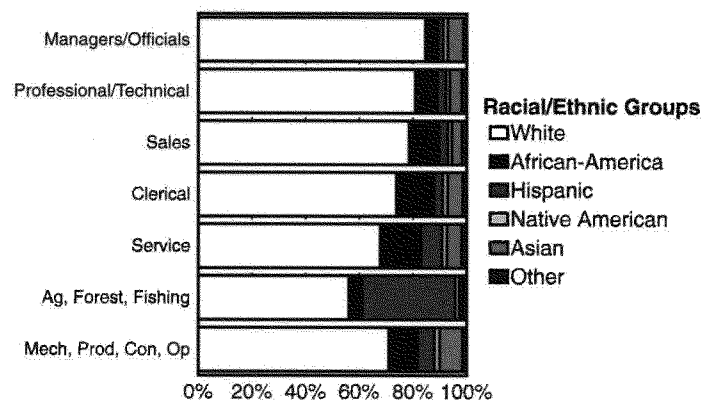
## Unemployment Rate (continued)

lyzed these applicants, as shown in Table 8 and Figure 6, and found some interesting characteristics of this group:

- The skills of the group reflected the overall occupational make-up of the workplace, with one important exception: The proportion of those with mechanical and trade skills far exceeded the proportion of those jobs in the workplace. This group was composed largely of white males. This occupational group tends to work on projects of limited duration, with frequent unemployment periods. It is also a group which the Employment Department has traditionally served well through its job referral system, so those seeking employment in the trades may be more likely to seek Employment Department services than those in other occupations. Distribution of job seekers among these occupations is likely to be similar in neighboring counties.

- Ethnic distribution of job seekers is consistent except for the large proportion of Hispanic men seeking agricultural related jobs. Minorities and women tend to be under-represented in the professional and managerial occupations. Women are over-represented in the sales and clerical occupations, and under-represented in agricultural and mechanical occupations.

**Figure 6: Comparison of Job Seekers by Race  
Multnomah County  
1995**



SOURCE: Oregon Employment Department, Portland Multnomah Progress Board.



**Table 9**  
**Comparative Labor Force Participation**  
**Rates for Portland Metro, Oregon, U.S.**  
**1994**

Area	Overall Rate	Rate by Women
Portland- Vancouver PMSA	72.6	66.0
Oregon	68.9	62.2
U.S.	66.6	58.8

SOURCE: Bureau of Labor Statistics, *Geographic Profile of Employment and Unemployment, 1996*.

● In the Portland area, women participate in the labor force at higher levels than in other areas in Oregon and the U.S. (See Table 9) It is difficult to determine the reason for this, because the two most often cited reasons are "good news and bad news" factors. Married women enter the labor force in greater numbers when household incomes from the primary, usually male, wage earner are not adequate to support the household...implying low per capita wages. Conversely, women also enter the workforce when they are given equal opportunities for jobs available in their occupations...implying that Portland is an open labor market for women.

*How Should This Benchmark Change in the Future?*

The target for this benchmark is the metro average of 4.2%.

# Export Activity of Business

**Benchmark #9 Increase the percentage of income from goods and services sold outside of the United States.**

**Benchmark #10 Increase the percentage of income from goods and services sold outside of the Portland Metropolitan region.**

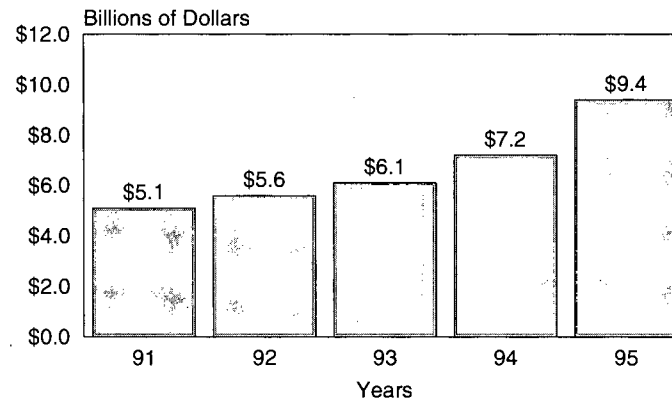
## Why It's Important

As trade barriers fall and business seeks customers throughout the world, the volume and value of export activity is important to track.

## Data Issues

Foreign export data is only available for the Columbia Snake Customs District which includes ports in Southwest Washington and Idaho as well as Portland. However, because of the large presence of the Port of Portland in the district, the numbers are indicative of goods that flow through Portland. We will continue to attempt to measure these benchmarks, as we refine our abilities.

**Figure 7: Value of Exports from the Columbia Snake Customs District 1991-1995 (in billions of dollars)**



SOURCE: Gary Finseth, Inc.



### *Regional Exports*

During the last four years exports through the Columbia Snake Customs District have grown at twice the national average. Export items include agricultural products from grain to wine from eastern Washington and Oregon and the Willamette Valley, high technology products from the Portland area, and trucks and rail cars manufactured in Portland. Figure 7 describes this air, maritime, and some truck activity:

- Portland's position on the Pacific Rim accounts for its growing trade with Canadian and Asian markets, however, Western European trade has expanded as well. Table 10 shows our leading trading partners.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

**Table 10**  
**Leading Export Destinations**  
**Columbia Snake Customs District**  
**1995 (in billions of dollars)**

Nation	Value
Japan	2.1
Canada	1.1
Korea	.839
Singapore	.509
Germany	.454
Taiwan	.417
United Kingdom	3.77

SOURCE: Gary Finseth, Inc.

# Small Business Failures

## **Benchmark #11 Decrease the number of small businesses that fail.**

### *Why It's Important*

Small businesses provide more jobs in the community than do large businesses, however, they are much less stable. In a growing economy, small businesses are being constantly created, many of which do not succeed. Activity among small business is an important indicator of the overall health of the economy.

### *Small Business Information*

It is difficult to collect information about small businesses. Many are created and fail, without leaving "data tracks" in tax, employment, or other public records. Our analysis is therefore incomplete, and the Portland Multnomah Progress Board will improve this data in the future.

We present two primary sources of data for this benchmark: Oregon Employment Department files from firms that report on their employees' wages and hours and the Portland Bureau of Licenses which collects business license fees for the city and, since 1995, for Multnomah County.

Table 11  
Industrial Classification of Firms Doing Business in  
Portland and Multnomah County (1995 only)  
1989-1995

Industry	1989	1991	1993	1995
Manufacturing	1,719	1,911	1,822	1,788
Finance	288	280	337	408
Insurance	88	77	81	69
Real Estate	3,526	3,523	3,519	4,092
Building Contractor	3,126	3,454	3,632	4,112
Transportation	1,191	1,221	1,071	1,034
Professional Services	4,985	3,316	3,300	3,423
Other Services	7,987	11,640	10,235	11,988
Retail	6,097	6,537	5,653	5,849
Wholesale	2,442	2,280	2,149	2,143
Agriculture	521	611	562	581
Other	461	435	491	1,513
Total	32,431	35,285	32,852	37,000

SOURCE: City of Portland Business License Database.



● The Employment Department counted over 22,000 business locations in Multnomah County in 1994. Assuming that approximately 20% of businesses are not registered with the Department, because they are individuals working out of their homes, we estimate that there would have been 28,000 firms in the County in 1994 doing business in 62,000 locations. That is consistent with the Portland Bureau of Licenses count of 28,368. Approximately 3,500 of these firms are located outside of the City of Portland. In addition, almost 9,500 firms (most within

the Portland region) are located outside of Multnomah County, but do business here.

● Table 11 lists firms doing business in the City of Portland by industrial classification from 1989 to 1995. Changes in total number of firms reflect two events: the slight recession in 1991 which resulted in decreased business activity from 1991 to 1993 and the collaboration between Multnomah County and the City of Portland in 1995 which centralized business license collection in the

City. The City-County effort resulted in both "finding" more businesses that had previously paid license fees to only one entity.

● Table 11 also illustrates a healthy industry mix, with declines in manufacturing and distribution activity and increases in services. It is not always accurate to correlate business income with firm size, however, some general conclusions might be made from Table 12 which breaks down firms by net profit (the basis for business license fees). Only 1.6 percent (590) of firms declared net profits over \$10,000 for 1995. This suggests a high concentration of small business in our community.

The Bureau of Licenses estimates that approximately 3,400 businesses (some at multiple locations) are located in Gresham and East Multnomah County.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

**Table 12**  
**Net Revenue Reported by Businesses**  
**Doing Business in City of Portland and Multnomah County (1995 only)**  
**1988-1995**

Net Revenue	Number of Businesses							
	1988	1989	1990	1991	1992	1993	1994	1995
Neg. - 10K	32,008	NA	33,585	33,517	32,934	32,464	27,934	36,410
10K - +100K	169	NA	288	313	316	388	454	590
Total	32,177	NA	33,873	33,830	33,250	32,852	28,388	37,000
+/- per year	NA	NA	1,691	1,157	(1,780)	(398)	(4,484)	8,632

SOURCE: *City of Portland Business License Database.*



# On-the-Job Training

**Benchmark #12 Monitor the total employee time actually used for on-the-job training.**

## Why It's Important

Employees can be trained through a variety of ways:

- By taking courses offered at schools or other places.
- By taking courses offered internally through their company.
- By receiving on-the-job training.

Employers frequently use on-the-job training to orient new employees to a company. In addition, it is a way to show employees how to master certain skills. This benchmark evaluates employers' commitment to using on-the-job training for improving employee skills.

## On-the-Job Training

In 1992 and 1994, the Oregon Economic Development Department commissioned a written survey of employers throughout Oregon called the *Oregon Works Survey*. Although data are not available for Multnomah County, statistical tests revealed that there is little difference in how

Multnomah County employers answered the questions compared to other employers in Oregon. In addition, data for on-the-job training is not comparable between the 1992 and 1994 surveys. The following highlights from the *1994 Oregon Works II Survey* discuss on-the-job training.:

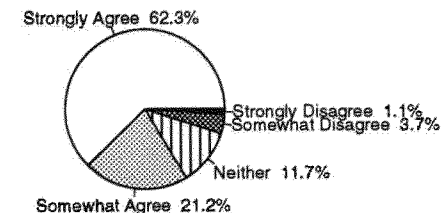
• The *1994 Oregon Works II Survey* reports that a median of five percent of employee time is spent in on-the-job training. This figure is based on an employer's approximation; rarely is on-the-job training formally measured in exact employee time.

• Figure 8 shows the percentage of employers who agree that on-the-job training is an important part of training. Over 60% of employers "strongly agreed" with this statement. Less than five percent said they "disagreed".

• Figure 9 shows the percentage of employers (39.3%) who include the costs of on-the-job training in their training budget. However, roughly the same percentage (37.9%) disagreed with the statement which asks them whether or not on-the-job training is in their budget.

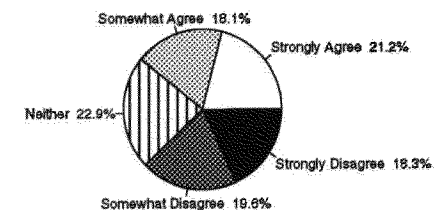
• According to the survey, supervisors, lead workers, and co-workers are usually expected

**Figure 8: Employers Who Feel On-the-Job Training is Important Part of Training Oregon 1994**



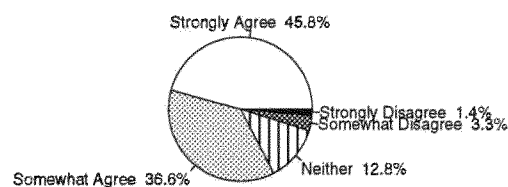
SOURCE: *Oregon Works II Survey: 1994 Survey of Oregon Employers.*

**Figure 9: Employers with Budgets that Include On-the-Job Training Oregon 1994**



SOURCE: *Oregon Works II Survey: 1994 Survey of Oregon Employers.*

**Figure 10: Employers Who Expect Supervisors to Deliver On-the-Job Training  
Oregon  
1994**



SOURCE: *Oregon Works II Survey: 1994 Survey of Oregon Employers.*

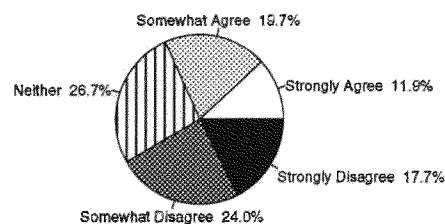
to deliver on-the-job training as seen in Figure 10.

- Less than one-third (31.6%) of employers reported that companies measure the results of on the job training as seen in Figure 11. A greater percentage (41.7%) did not.

### *How Should This Benchmark Change in the Future?*

The Oregon Progress Board has determined that five percent of employee time should be the target spent in on-the-job training for the year 2000. Since this target has been met, the Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

**Figure 11: Employers Who Measure Results of On-the-Job Training  
Oregon  
1994**



SOURCE: *Oregon Works II Survey: 1994 Survey of Oregon Employers.*

# Ongoing Workforce Training

**Benchmark #14 Increase the percentage of employers who provide more than 20 hours of training per employee per year.**

## Why It's Important

Employee training is a necessity if workers are to have the skills needed to keep pace with technological advances and the changing economy. Employers also benefit from employee training. By having a trained workforce, employers can minimize costly mistakes and increase productivity. This benchmark measures employers' commitment to training.

## Employee Training

- In 1994, Multnomah County residents were asked if they had ever taken part in a training program provided at the work-site by their employer. Only 46% said they had. (See Figure 12.)

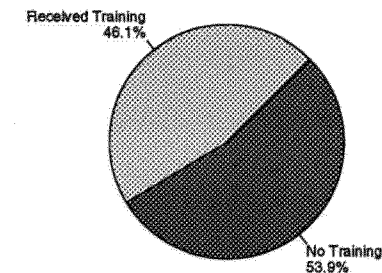
- According to the *Oregon Works II Survey*, only 38% of Oregon employers provided more than 20 hours of training to their employees in 1994. The greatest percentage of employers indicate they provide 1-10 hours of training annually per employee. This is

much lower than the 20 hours targeted for this benchmark. (See Figure 13.)

- The number of training hours is not the same for all occupational groups. As seen in Table 13, 50% of managers and administrators are trained over 20 hours per year. In contrast, only 29% of operators and laborers receive over 20 hours of training per year.

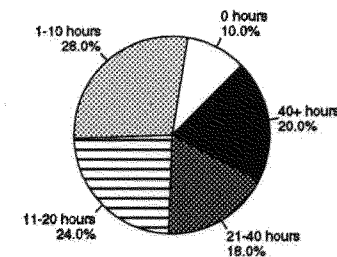
- The amount of employer-provided training per employee did not increase from 1992 to 1994. As stated in *Oregon Works II*, "Oregon employers have not made progress since 1992 toward meeting a goal of 20 hours per worker per year. All occupational groups except production workers and operator/laborers show a larger percentage in the lower 0 or 1-10 hours categories in 1994 than in 1992. Conversely, five of eight groups show decline in the over-20-hours categories; managers/administrators are even with the 1992 data at 50% in the over-20-categories and operator/laborers are even at 28 percent. Only production workers showed a clear increase: 37 percent received more than 20 hours in 1992 rising to 40 percent in 1994." (p. 15) *Oregon Works II* concludes that this is caused by the trend to streamline and downsize both numbers of employees and operating budgets.

**Figure 12: Residents Who Received Employer Training Multnomah County, 1994**



SOURCE: *Oregon Population Survey, 1994.*

**Figure 13: Percentage of Employees Receiving Training by Hours Oregon, 1994**



SOURCE: *Oregon Works II Survey: 1994 Survey of Oregon Employers.*



**Table 13**  
**Employees Who Receive Training by Occupational Group**  
**Oregon**  
**1994**

Occupational Group	0-20 Hours	21-40 Hours	40+ Hours
Managers and Administrators	50%	20%	30%
Professional	49%	26%	25%
Technical	57%	23%	20%
Sales	64%	17%	19%
Clerical and Administrative	76%	13%	11%
Services	66%	17%	17%
Production	60%	19%	21%
Construction and Maintenance	72%	12%	16%
Operators and Laborers	71%	13%	16%
Total	62%	18%	20%

SOURCE: *Oregon Works II Survey: 1994 Survey of Oregon Employers.*

● Employers are more highly motivated to provide training if it is linked to tangible and current return on the training investment than for the future needs of the employer or employee. However, only 32 percent report that they systematically measure the results of training. The *Oregon Works II* report concludes that employers could make stronger commitments to workforce training if they saw an immediate return that enhanced the success of their organization.

*How Should This Benchmark Change in the Future?*

The target for this benchmark is continuous improvement from the present condition.

# Air Traffic

**Benchmark #16 Increase the number of areas over 1 million population served by non-stop flights to and from Portland International Airport.**

## Why It's Important

Whether for vacation or business, air travel has become an important mode of transportation in this century. In addition, having direct access to U.S., Canadian, and Mexican markets is a compelling reason for businesses to locate in Multnomah County.

Portland International Airport makes air travel and shipping convenient for many individuals and businesses. Direct non-stop domestic flights to given areas reduce transportation time. This benchmark measures the number of cities with a population greater than one million that are served by non-stop flights to and from Portland International Airport.

## Air Traffic

Since 1927 when the first municipal airport was built on Swan Island, the Port of Portland has offered aviation services to the greater Portland area. To date, the Port of Portland manages the Portland International

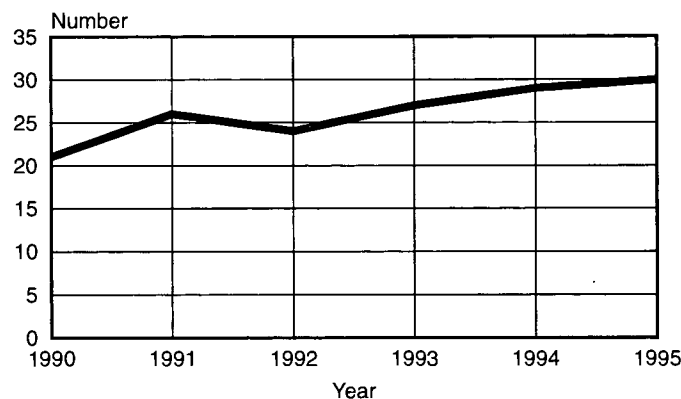
Airport and three general aviation airports (Troutdale, Hillsboro, and Mulino).

● The Portland International Airport (PDX) is the fastest growing airport in the country (AVITAS). More than 11 million passengers flew through Portland in 1995. This number

is up from 10 million in 1994. The Port of Portland estimates this number will grow to 18 million by the year 2001 (Schmid, p. F10).

● According to Airports Council International North America, PDX was the 33rd busiest airport in North America in 1994 (Barnett, p.

**Figure 14: Number of Airports in Metro Areas (Over One Million Population) Served by Non-Stop Flights To and From Portland International Airport 1990-1995**



SOURCE: The Port of Portland.



14). The largest gains in domestic air traffic are from passengers flying up and down the West Coast.

● Air freight growth has been increasing as well. In 1995, over 241,000 short tons of cargo were shipped through the Port of Portland. Air freight has grown 19% since 1994.

● Figure 14 shows the number of domestic cities that are served by non-stop flights from Portland International Airport. The box at the right lists the direct flight cities.

● The number of direct international flights grew from one to four between 1980 and 1990. The number of international flights dropped to three in 1995. The three cities with non-stop service from Portland are Tokyo, Nagoya, and Seoul.

### *How Should This Benchmark Change in the Future?*

The Port of Portland expects that airlines serving the airport could offer non-stop flights from PDX to 36 airports in metropolitan areas of population greater than one million by the year 2000. The target for this benchmark is continuous improvement from the present condition.

## A I R P O R T S

### Cities\* with Non-Stop Service from Portland International Airport During 1995

Atlanta, Georgia	Phoenix, Arizona
Chicago, Illinois-O'Hare	Pittsburgh, Pennsylvania
Cincinnati, Ohio	Sacramento, California
Dallas/Ft. Worth, Texas	St. Louis, Missouri
Denver, Colorado	Salt Lake City, Utah
Detroit, Michigan	San Diego, California
Las Vegas, Nevada	San Francisco, California:
Los Angeles, California:	Oakland
Burbank	San Francisco
Los Angeles	San Jose
Long Beach	Seattle, Washington
Ontario	Seoul, Korea
Orange County	Taipei, Taiwan
Minneapolis/St. Paul, Minnesota	Tokyo, Japan
Nagoya, Japan	Vancouver, British Columbia
New York City, New York-JFK	Washington, D.C.-Dulles

SOURCE: The Port of Portland.

\* Cities in metropolitan areas with a population greater than one million.

# Export Container Rates

---

**Benchmark #18: Monitor the Portland transpacific container export rates compared to those in Puget Sound (percent greater or less than).**

## *Why It's Important*

The Port of Portland has realized substantial growth in containerized cargo over the past ten years. In order to maintain this growth, the Port's shipping rates must be competitive with neighboring ports to attract shippers. Puget Sound ports are the closest to the Port of Portland and are among its biggest competitors. Therefore, it is important that Portland's export rates remain competitive with Puget Sound ports.

## *Export Rates*

General cargo typically consists of value-added products and therefore represents the highest value cargoes in international trade. Today, over 90% of all general cargo is containerized. The predominance of containerized cargo in ocean shipping today requires that local shippers have cost-effective access to this mode of transportation.

**Table 14:**  
**Portland Transpacific Container Rates**  
**Compared to Those in the Puget Sound**  
**(expressed as a percentage**  
**greater or less than)**

Year	%
1992	+ 4%
1994	+ 1%
1995	+ .64%

SOURCE: The Port of Portland.

This benchmark measures the rates local shippers must pay to move containerized commodities via the Port of Portland against those charged out of Puget Sound ports. Shipping costs can influence the cost of the goods delivered. By keeping transportation rates in relative parity to the Puget Sound, we can continue to maintain the price competitiveness of local products in the international marketplace.

- As seen in Table 14, Port of Portland shipping rates are increasingly competitive with Puget Sound rates.

## *How Should This Benchmark Change in the Future?*

The Oregon Progress Board has established a target for the Port of Portland of maintaining rates within 5% of those of Puget Sound ports by the year 2000. According to Table 14, this target was reached in 1992. The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.



## CONTAINERIZED CARGO AT THE PORT OF PORTLAND

The Port of Portland has two public cargo handling facilities along the Willamette River, Terminals 2 and 4, and one terminal on the Columbia River, Terminal 6. The Port of Portland owns and operates one of the most efficient container terminals on the West Coast, Terminal 6.

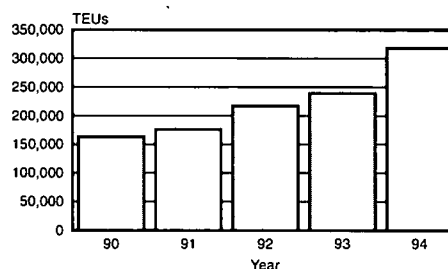
A three-berth container terminal, T-6 offers seven 55-ton capacity container cranes, a 52 acre on-dock intermodal yard, and over 400 refrigerated container plug-ins. Both Burlington Northern Santa Fe and Union Pacific have direct access to the T-6 intermodal yard, which has a capacity of three unit trains. T-6 is also home to both Honda's and Hyundai's auto import/export terminals. Ten steamship lines provide regular service between Portland, the Pacific Rim, and Europe. Carriers calling at T-6 also offer connecting services to Africa, the Middle East, and the Russian Far East.

A multi-product terminal, Terminal 2's facilities include container and breakbulk cranes, roll on/roll off capacity, and an ocean going barge dock. Carriers providing service between Portland and Northern Europe, the Mediterranean, Australia, the South Pacific, and Latin America call at Terminal 2.

The Port's Terminal 4 (T-4) is the most diverse marine terminal on the west coast. With cranes, an auto complex, a mineral bulk handling facility, and a grain terminal, cargo handled at T-4 ranges from grain to lumber to autos.

In 1995, 329,758 total containers (TEU's) were shipped through the Port of Portland. This was a 3.7% increase from 1994 as seen in Figure 15.

**Figure 15: Total Container Twenty-foot Equivalent Units Passing Through the Port of Portland, 1990-1994**



SOURCE: 1994 Port of Portland Business Report.







# B

ENCHMARKS...

PROGRESS MEASURED ONE STEP AT A TIME

# *Introduction to the Education Benchmarks*

---

*Education data has been harmed by funding cutbacks.*

Education benchmarks data are among the most frustrating to analyze. We know *how* to measure academic performance from pre-school to adulthood, but we do not have the *resources* to do it consistently over time.

We have a recent history in Oregon of developing excellent assessment tools. The Portland Public Schools are nationally known for their work in developing high quality testing materials. However, in order to protect classroom teaching positions, the district reduced funding for support services that funded test administration and analysis of the results. Funds are also not available to train enough teachers in the administration of such tests.

The Northwest Regional Educational Laboratory in Portland has developed a model pre-school assessment test that measures physical health, language, and literacy status of kindergartners. Once envisioned as a biennial benchmark for young children funded by the Oregon Progress Board, this test has been conducted only once because of lack of resources (Jewett, March 1994).

The Early Screening Inventory, a shorter kindergarten assessment test, is used by many Multnomah County schools, but resources are not available to collect and analyze these results or to extend its use to other schools.

The Oregon Literacy Survey, a ground breaking adult assessment, was done in 1991 and has not been repeated as originally planned, because funds were not available.

In 1995 the Portland Multnomah Progress Board contracted for an analysis of the Education Benchmarks. The consultants' conclusion was that, with some revisions, our present benchmarks are the right ones. They gave us excellent advice about how to find and assess data on the benchmarks. However, we continue to be frustrated by the lack of completeness and continuity in the data (Riles, February 1996).

*Given the limitations of our data, what do the benchmarks tell us?*

Achievement scores tell us that students in Multnomah County are generally improving their reading and math skills. From information that gives us no trends or data

specific to Multnomah County, we know that Oregon pre-schoolers vary widely in how well prepared they are for kindergarten. Sixty-nine percent are at or above normal for physical health development, and 87% are at or above normal for language and literacy skills.

With similar data constraints, we know that Oregon's adult population is highly literate compared with national norms.

So there is some good news in the education benchmarks. We look forward to more complete data on student achievement and participation in the Certificate of Advanced Mastery (CAM) in the future.

The bad news in the benchmarks is troubling, particularly given the crisis in funding our schools in Multnomah County. We have seen increases in high school dropout rates and reductions in the educational achievement of 25 year olds. However, the high school dropout rate poses an interesting irony. We believe the rate has increased because of ambitious retrieval programs by our high schools, which have sought out dropouts for enrollment in alternative schools. Our data in these areas need further study, yet existing resources to do so are being cut back.

# Educational Attainment

**Benchmark #13 Increase the percentage of 25-year-olds and older who have completed a certificate or diploma from any post-secondary training or educational program.**

## Why It's Important

Education pays off for both individuals and businesses. Individuals with some college education earn more than individuals without college training. In addition, college graduates earn more than those without a college degree. For some businesses, such as the high-technology industry, a highly trained workforce is required for competitiveness.

This benchmark is important because, without a highly trained workforce, businesses will either locate elsewhere or seek expertise from outside the area. Highly skilled, high paying jobs will then go to newcomers in the area rather than current residents.

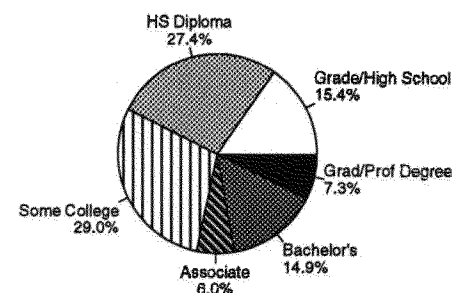
## Educational Attainment

● According to the 1990 U.S. Census, nearly 85% of Multnomah County residents have at least a high school diploma as seen in Figure 16. Over half (57.2%) have some college education. However, only 28.2% have a college degree.

● Educational attainment differs among racial/ethnic groups. Among all groups, a greater percentage of whites have attained a high school diploma than any other group in 1990 (see Figure 17). However, the percentage of Multnomah County residents 25 and older with a high school diploma increased from 1980 to 1990 for all racial/ethnic groups.

College education does boost productivity. The National Center for Educational Quality in the Workforce (EQW) conducted a survey of 3,000 organizations that employ 20 or more people in 1995. (Riles, p. 37) The results of the survey show that a highly educated workforce translates into increased productivity, contributing more to the bottom line than increases in capital stock.

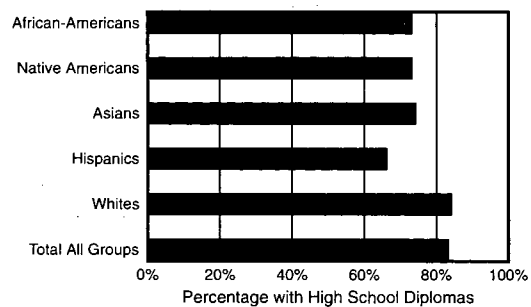
**Figure 16: Educational Attainment of People 25 and Older Multnomah County, 1990**



SOURCE: 1990 U.S. Census of Population.



**Figure 17: Residents with High School Diplomas by Race/Ethnicity Multnomah County, 1990**



SOURCE: 1990 U.S. Census of Population.

*How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Certificate of Advanced Mastery Programs

---

## ***Benchmark #15 Increase the percentage of students who earn a Certificate of Advanced Mastery.***

### ***Why It's Important***

Today's students will become tomorrow's workers. The ability of today's youth to succeed in the workplace is dependent on their acquisition of knowledge and skills. Traditionally, schools have been the place where youth have acquired these skills, but early in 1990, Oregon leaders recognized that traditional ways of educating our youth in public schools were not sufficient to prepare them to succeed in the workplace. Oregon leaders began to look for new ways to prepare our youth for the next millennium.

This benchmark looks at the Certificate of Advanced Mastery (CAM). It is one approach to ensuring that today's students will have the skills needed to become productive workers in the future.

### ***Certificate of Advanced Mastery***

Oregon's Educational Reform Act for the 21st Century, also known as House Bill 3565, was enacted by the Oregon Legislature in June 1991 and revised by the Legislature as House Bill 2991 in June of 1995. It requires

high school students to work toward attainment of two types of certificates as well as the traditional high school diploma.

Students receive their Certificate of Initial Mastery (CIM) at the end of their sophomore year after completing rigorous course work emphasizing skills such as writing, reading, speaking, and listening. Once students attain their CIM, they can advance into programs aimed at achieving their Certificate of Advanced Mastery (CAM). It is expected that most students will complete their CAM by the end of their senior year in high school.

The Certificate of Advanced Mastery (CAM) requires students to complete a program that combines academic study with work-related learning experiences. Students can map their own plan toward achieving the CAM with the help of parents and school staff. By the time a student completes the CAM, he/she will have demonstrated competence in rigorous academic content standards in mathematics, science, history, geography, economics, civics, and English.

Having some experience in a work-related environment allows students to bridge the gap between school and work. Students may choose work-related activities that include visiting businesses, developing business

enterprises at school, working for pay, and volunteering and serving in the community. Successful students will earn recognition for both their academic achievements as well as the occupational skills they acquire.

Students may earn a CAM with an endorsement in one (or more) of six areas:

- Arts and communication
- Business management
- Health services
- Human resources
- Industry and engineering
- Natural resources

Students can earn their CAM in a high school, community college, four-year college, and/or trade school. The system is set-up to encourage student choice and allows students to move easily from one program to the next in order to earn an endorsement.

### ***How Should This Benchmark Change in the Future?***

Initial data for this benchmark are expected by the year 2000. At that time, the Portland Multnomah Progress Board will set targets.



## COLLABORATION

### Work Now and in the Future

"Work Now and in the Future" is a national conference, held at the Oregon Convention Center, aimed at helping educators and businesses learn how they can develop our youth to become workers in the future. The conference has been conducted annually for the past twelve years. In 1995, the conference had 140 workshop sessions and over 300 presenters. Over 2,300 people attended the conference. Most participants were residents of the western states.

"Work Now and in the Future" emphasizes how businesses can form partnerships with schools. Various presenters discussed school-to-work programs in their communities. Local presenters in this area represented organizations such as Fred Meyer, Intel, and Delta Engineering.

The conference looked at the needs of the workforce including the use of technology and workforce trends. In one session, presenters from the Oregon Business Council and David Douglas High School discussed their model curriculum design for the Certificate of Advanced Mastery. This session explored some of the opportunities available from this new approach to learning.

The conference itself represents a collaborative effort among local sponsors which include Northwest Regional Educational Laboratory, the Oregon Business Council, KPTV and national sponsors, including the Center for Learning and Competitiveness at the University of Maryland, and the National School-to-Work Opportunities Office, Washington, D.C. Financial sponsors for the event include PacifiCorp, Portland General Electric, and Hotel Employees and Restaurant Employees, Local 9.

# *Preparing Children for School*

---

***Benchmark #25 Increase the percentage of children entering kindergarten meeting specific development standards for their age.***

## *Why It's Important*

Children must be physically, emotionally, and intellectually ready to learn when they enter kindergarten. Children's experiences in the first five years are important indicators of their later success in school and in jobs. Pre-school programs such as Head Start have had a profound impact on countering the effects of poverty and family problems in preparing children for school. We know that a child who is not ready to learn, cannot learn, and must be identified and given remedial attention.

## *Measuring Readiness*

The science of assessing the readiness of children entering kindergarten is in its infancy. The Oregon Progress Board has supported some very promising research that establishes norms for such assessment, but no standard assessment has been established for use by elementary schools. Some schools in Multnomah County conduct limited

kindergarten assessments, but the information is not collected and reported by the school districts.

The Portland Multnomah Progress Board believes that this is an important indicator for our children, and we will encourage the development of assessment tools throughout the County.

## *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.





## COLLABORATION

### *The Parents as Teachers Program*

The *Parents as Teachers* program is funded by the State of Oregon as a benchmark activity designed to increase the number of children entering school ready to learn. The intent of this program is to provide parents with the skills and knowledge to help their children achieve skills, confidence, and developmental milestones in order to enter school prepared to succeed.

The *Parents as Teachers* projects are part of a continuum of early childhood development and education programs funded through the Community and Family Services Division. This continuum attempts to implement a "wellness" or "growth promotion" approach to child development by focusing on the healthy development of all children, not just those determined to be "at-risk".

The *Parents as Teachers* program provides for parent education and support, with a

focus on four major areas of childhood development: language, social-emotional, cognitive, and motor development. Services fall into four categories:

**Personal Home Visits:** Visits to parents' homes by certified parent educators. These educators teach parents about child development and practical ways to encourage learning.

**Group Meetings:** Group meetings for parents to get together, discuss their experiences, and gain insights and knowledge about parenting. Meetings are held at times convenient to parents.

**Developmental Screenings:** Periodic screenings of overall child development, language, hearing, and vision, with a goal of early detection of potential problems to prevent difficulties later in school.

**Referral Network:** Linkages of families to special services, as needed.

# Student Achievement

**Benchmark #37 Increase the percentage of students who achieve at the "proficient" or "advanced" level in each subject area tested.**

## Why It's Important

Children acquire academic skills at different rates. The courses they take, the assistance they receive in classrooms, and the support they receive from their families all contribute to students acquiring the necessary skills and knowledge to achieve academic standards. However, as discussed in *High School Students Ten Years After 'A Nation at Risk'* (U.S. Department of Education), when students are challenged by more rigorous courses, they often are able to reach a higher level of achievement.

This benchmark measures the achievement level of Multnomah County students. Students are expected to acquire a minimum of *basic* skills for their grade level. By encouraging students to achieve at higher (*proficient* or *advanced*) levels, Multnomah County students will become even more prepared to face the challenges of the new millenium.

**Table 15**  
**Student Achievement Levels**  
**Multnomah County**  
**1992-1995**

Skill Level by Grade	1992			1993			1994			1995		
	Bas	Pro	Adv	Bas	Pro	Adv	Bas	Pro	Adv	Bas	Pro	Adv
<b>Third Grade:</b>												
Reading	23%	46%	31%	20%	47%	33%	20%	47%	33%	20%	48%	32%
Math	20%	57%	23%	20%	54%	26%	20%	52%	28%	18%	54%	28%
<b>Fifth Grade:</b>												
Reading	22%	50%	28%	20%	55%	25%	19%	54%	27%	18%	55%	27%
Math	22%	58%	20%	21%	55%	24%	24%	52%	24%	23%	51%	26%
<b>Eighth Grade:</b>												
Reading	22%	53%	25%	21%	54%	25%	18%	53%	29%	18%	51%	31%
Math	27%	50%	23%	23%	50%	27%	21%	51%	28%	19%	52%	29%
<b>Eleventh Grade:</b>												
Reading	24%	57%	19%	23%	54%	23%	18%	52%	30%	19%	51%	30%
Math	32%	56%	12%	39%	50%	11%	42%	48%	10%	42%	46%	12%

SOURCE: Oregon Statewide Assessment, Department of Education.



### *Achievement Levels*

**Basic:** Students at this level are probably not making satisfactory progress for their grade level and are probably functioning below grade level expectations.

- Roughly one-fourth of Multnomah County students achieve at a *basic* level for reading and math as seen in Table 15. In contrast, approximately 18% of statewide students achieve at a *basic* level.

- The percentages of eleventh grade students in Multnomah County achieving at a *basic* level for math have actually increased over time. This means that fewer eleventh grade students are achieving at the higher levels.

**Proficient:** Students at this level are making satisfactory progress and show solid, strong, acceptable mastery of skills.

- Over half of Multnomah County students achieve at the *proficient* level as seen in Table 15.

**Advanced:** Students at the *advanced* level are performing at very high or superior levels.

- Approximately one-fourth of Multnomah County students perform at this level. However, only 10-12% of eleventh graders perform at this high level.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Student Graduation Rate

## Benchmark #38 Increase the high school completion rate.

### Why It's Important

Students who do graduate from high school will earn more income (and pay more taxes) in their lifetimes than students who do not graduate. Graduates will also cost the state and federal government less in welfare, unemployment, and other support programs than non-graduates. As the global economy moves toward more service and information industries, and away from extractive and manufacturing industries, a well-educated workforce will be increasingly necessary to maintain United States competitiveness into the future. In sum, high school graduates contribute more financially and cost society less financially than students who do not graduate from high school.

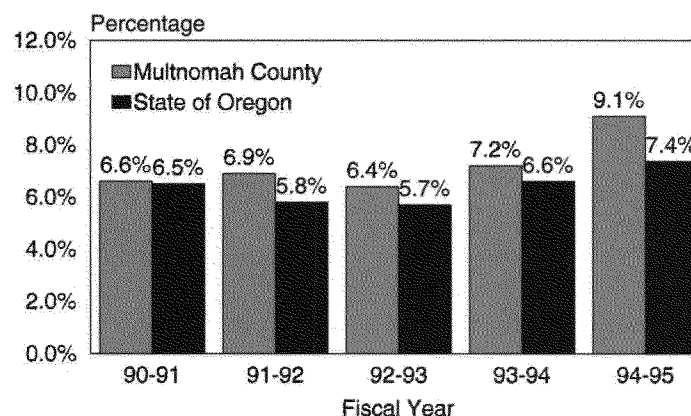
### Graduation Rate

In May of 1995, the U.S. Department of Education Office of Educational Research and Improvement published *High School Student Ten Years After 'A Nation At Risk.'* The first in a series of *Findings From the Condition of Education*, the report documents the educational advances of American high school students in the decade since the

publication of *A Nation At Risk*. Among the many improvements in educational outcomes documented is the finding that "fewer students are dropping out of high school between 10th and 12th grade than a decade ago" (p. 8).

● Currently, data are not available at the county level to look at the percentage of students who *graduate* from high school. At the state level, however, 77% of students graduated from high school in 1993. This percentage has steadily increased for the

Figure 18: High School Drop Outs  
Multnomah County  
1990-1995



SOURCE: Oregon Department of Education, *Dropout Rates in Oregon High Schools*, Salem, OR.



preceeding five years. (Oregon Progress Board, December 1994, p. 32).

● Data are available at the county level on the percentage of students who *drop out* from high school. This percentage is not the inverse of the graduation rate but does give an indication whether we are making progress in this area. Figure 18 shows that the percentage of dropouts in Multnomah County and in the State of Oregon has increased from 93-94 to 94-95.

During the past year, the proportion of students recorded as dropouts grew largely as a result of the increasing success of the Portland Public Schools in identifying and serving dropouts in alternative school programs.

### *How Should This Benchmark Change in the Future?*

The Leaders Roundtable established a goal of 100% completion for high school students by 1996. The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

## COLLABORATION

### The Leaders Roundtable

The Portland area is recognized nationally as having one of the most effective collaborations between private business and schools to improve the opportunities of at-risk youth for education and economic advancement. The Leaders Roundtable is an ad hoc team of civic leaders, educators, business executives, and community activists committed to making a difference for the good of the youth of Multnomah County, Oregon.

The purpose of the Roundtable is to provide policy and resource direction, particularly to see how existing resources can be used to greatest effect to increase the ability of families to raise healthy children who are ready to go to school and to learn. The specific mission of the Roundtable is: to assist young people of color and/or from low income families to achieve self-sufficiency and productive citizenship.

The Leaders Roundtable does not run programs. It is not a formalized organization; it is a unique collaboration. Leaders

with influence over policies that affect the workforce and youth come together to understand the cause of school dropout and high youth unemployment and to agree on actions to address the problems.

Each Roundtable member is then expected to take action in his or her own arena, based on common understanding about the problem and solutions. Those Roundtable members who oversee programs for children and youth are expected to implement programs that achieve the goals of insuring that targeted youth (1) complete high school; (2) graduate with employability skills; (3) have access to jobs; and (4) have access to post-secondary education. All Roundtable members are expected to be advocates for needed changes to improve the odds for low income and ethnic minority children and youth. Roundtable members hold themselves accountable to each other for doing their respective parts.

SOURCE: The Leaders Roundtable.

# Adult Literacy

**Benchmark #43 Increase the percentage of adults who possess English literacy in prose, documents, and quantitative areas; literacy in a language other than English; and literacy in the use of a computer.**

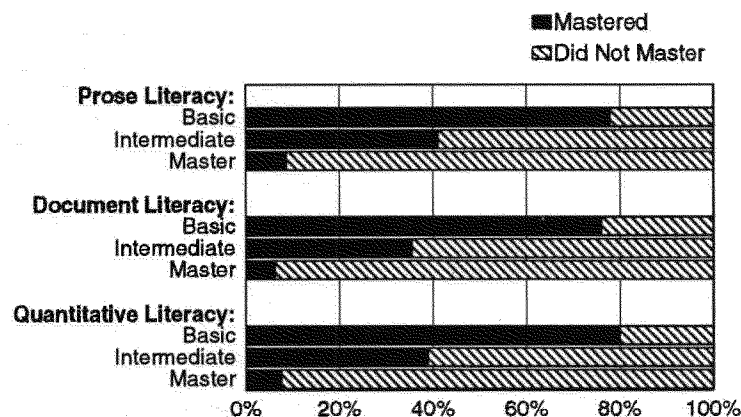
## Why It's Important

In the last century, literacy was defined as being able to sign one's name to a legal document. Today, literacy encompasses much more. To be a fully literate adult, one must master skills in prose, documents, and quantitative areas; be able to speak another language other than English; and be able to use a computer. It is important because it shows the outcomes of education in the world community and the ability of adults to acquire new skills.

## Adult Literacy

In 1991, the Oregon Progress Board conducted the *Oregon Literacy Survey*. This survey evaluated adult literacy throughout the State of Oregon. Data about Multnomah County are not available at this time. However, information about the state is useful for understanding literacy.

**Figure 19: Adult Literacy Skills  
State of Oregon  
1991**

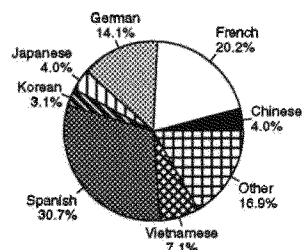


NOTES: This survey uses the same scale used by the 1985 *National Survey of Young Adults Literacy Skills*. A score is calculated from combining several questions in each answer category. Those reaching a score of 375 were designated as "master". Intermediate scores are 325 and basic scores are 275.

Prose Literacy means an adult can understand text information. Document Literacy means an adult can understand and use graphs, text, maps, etc. Quantitative Literacy means an adult can understand math and apply it.

SOURCE: *The Oregon Literacy Survey*.

**Figure 20: Second Languages Spoken  
Multnomah County  
1994**



SOURCE: 1994 Oregon Population Survey.

● According to the survey, "virtually all Oregon adults are literate by past rough definitions of literacy (e.g., signing a social security card in the correct place). Only a small percentage (3%) could not consistently perform tasks such as identifying straightforward information in a short newspaper article." (Oregon Progress Board, May 1991, p. 4)

● Figure 19 shows varying levels of mastery of literacy skills. Approximately 75-80% of adults mastered *basic* skills in prose, documents, and quantitative skills. Between 6

and 9% of adults had scores indicating their achievements at the *master* level.

● Not surprisingly, educational attainment is associated with literacy skills. Those with eight or fewer years of schooling have extremely low skills; however, less than 20% of college graduates could consistently answer questions at the master level.

● Those employed demonstrated higher literacy skills than those unemployed. Managers, professionals, and those in clerical positions had higher literacy skills than skilled crafts workers.

● According to the *Oregon Population Survey*, 20% of residents in Multnomah County speak another language besides English. Figure 20 shows the percentage of languages spoken. Thirty percent of those speaking a foreign language speak Spanish.

### *How Should This Benchmark Change in the Future?*

The Oregon Progress Board has established a goal of 20% of the population that speaks a language other than English by the year 2000. According to the *Oregon Population Survey*, Multnomah County achieved this target in 1994.

The Oregon Progress Board has not established a 2000 year target for literacy in prose, documents, or quantitative. Without data for Multnomah County, it is difficult to set a target for this county.





# B

ENCHMARKS...

PROGRESS MEASURED ONE STEP AT A TIME

# *Introduction to the Children and Family Benchmarks*

---

*Our most vulnerable residents are not sharing in our regional prosperity.*

- Children of working parents are not being adequately served by day care facilities.
- Our children are using drugs and alcohol at younger ages.
- Teen pregnancy continues to be a problem in our community. It is not just the fact of such pregnancies that alarms us, it is the long term impacts. Children born to teen mothers are at risk for many of the worst conditions in our community.
- The incidence of AIDS among heterosexual persons is rising.
- Too many of our citizens lack access to healthcare.

*We lack data on how well we are doing in helping dependent citizens achieve self-sufficiency.*

Our benchmarks reflect the vision of our community to bring as many people as possible to self-sufficiency. Unfortunately, our data for the three targeted populations (mentally ill, disabled, and elderly) are not clear on this issue. We will work with our partners to collect and analyze additional data in the coming months.

*There is some good news.*

A successful state-wide effort to improve the rate at which our children are immunized is bringing results. The rate in Multnomah County has increased in recent years, and we are close to the state average.

Maternal use of alcohol, tobacco, and drugs during pregnancy is decreasing. This has probably contributed to the reduction that we found in the percentage of low birthweight babies born in the County.

*The Multnomah Commission on Children and Families is addressing many of these benchmarks.*

As discussed in the trends section of this report, the Multnomah Commission on Children and Families is using benchmarks in their work to plan for the long term delivery of services to children and families.

We expect that in the coming months we will increase our research and reporting capability in this area in partnership with the Commission.

# Teen Pregnancy

## **Benchmark #26 Reduce the pregnancy rate per 1,000 females ages 10-17.**

### *Why It's Important*

Having a child as a teen can carry many risks both to the mother and child:

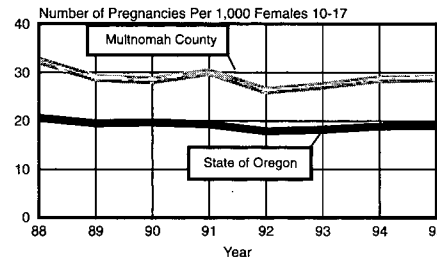
- Earlier school dropout
- Greater risk of a low birthweight baby
- Greater likelihood of inadequate prenatal care
- Greater risk for having another child while still a teen

Many factors put youth at risk for teen pregnancy. These include:

- School failure prior to pregnancy
- Poverty
- Unemployment
- Low self-esteem
- Adolescent risk-taking behaviors
- History of physical/sexual abuse
- Lack of hope for the future

Nearly one-half of all poor children under the age of six in the United States have mothers who were teens when they first gave birth. According to a state report on redesigning Oregon's Public Assistance System, "roughly

**Figure 21: Teen Pregnancy Rates (0-17)  
Multnomah County, State of Oregon  
1988-1995**



SOURCE: Birth Certificates.

NOTE: 1995 data are provisional.

50 percent of teenage mothers end up on welfare and food stamp caseloads, at a cost of approximately \$80,000 over the lifetime of the mother." (Oregon Progress Board, March 14, 1995, p. 28)

### *Teen Pregnancy*

- Although the United States has a long history of early childbearing, younger teens today are overrepresented in teen pregnancy. Possible reasons for this are: First, teens are physically capable of becoming pregnant at an earlier age. In 1988, the average age at menarche had declined to 12.5 years from

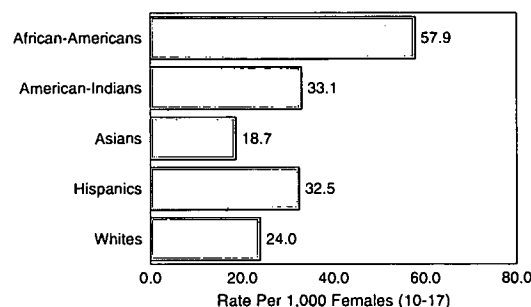
15.5 years in 1890 (Brown). Second, earlier sexual activity places them at increased risk for unintended pregnancy. Today, one out of four females and two out of five males are sexually active by age 15. In fact, the vast majority of teen pregnancies are unintended (82%). Third, younger teens are less likely to use contraceptives compared to older teens. Finally, single parenting is more common (in both the adult and teen population), resulting in more teen mothers keeping their babies, instead of choosing abortion or adoption.

- Multnomah County has one of the highest rates of teen pregnancy in Oregon. In 1994, there were 833 teen pregnancies in Multnomah County for a rate of 28.7 per 1,000 teens (see Figure 21). In comparison, the rate in the State of Oregon was 18.9. It must be remembered, though, that Multnomah County is one of the most populated counties in Oregon with a higher percentage of its residents living in poverty (Community Health Assessment Group, p. 16) which directly impacts pregnancy rates.

- Teen pregnancy rates differ by race/ethnicity. The rates for ethnic minority teens are higher than for whites, however, the majority of teen pregnancies in Multnomah County are pregnancies of white teens (67%).



**Figure 22: Teen Pregnancy Rate  
by Race/Ethnicity  
Multnomah County  
1990**



SOURCE: Birth Certificates.

### *How Should This Benchmark Change in the Future?*

The Multnomah County Health Department has established a goal of reducing teen pregnancies by 30% by the year 2000. To accomplish this goal, there must be a seven percent decrease every year to the year 2000. By the year 2000, the rate should drop to 20.0 pregnancies per 1,000 females aged 10-17 in Multnomah County.

## COLLABORATION

### STARS

The Students Today Aren't Ready for Sex (STARS) program uses a postponing sexual involvement curriculum developed by Marion Howard, Ph.D. in Atlanta, Georgia, and was modified by the Multnomah County Health Department in partnership with Portland Public Schools. Trained teen leaders teach the curriculum to 6th and 7th grade boys and girls.

Collaboration for a statewide STARS effort includes Multnomah County Health Department, the State of Oregon, the STARS Foundation, Oregon Medical Association, Multnomah Commission on Children and Families, AmeriCorp Volunteers, OMSI, Oregon Business Magazine, the media (Channel 12, The Oregonian, Willamette Week), State of Oregon Community Partnership Program, Templeton Foundation, and private corporations (e.g. PGE, Fred Meyer, PacifiCorp, AT&T, Weiden and Kennedy), Representative Elizabeth Furse, and the First Lady of Oregon, Sharon Kitzhaber.

### Are You Ready?

The Boys and Girls Aid Society of Oregon in April 1995 announced plans to implement "Are You Ready?", an Oregon version of the comprehensive, holistic teen pregnancy prevention project developed by Dr. Michael Carrera at the Children's Aid Society of New York. Major partners of the project are Portland Parks and Recreation's University Park Community Center in North Portland, Multnomah County Health Department, Portland State University, and Portland Public Schools. Underwriting from the Irwin Foundation, Kaiser Permanente, and PacifiCare provided funding for planning and development.

### Teen Outreach Program

A Teen Outreach Program was developed in 1995 in collaboration with the Multnomah County Health Department and Planned Parenthood of the Columbia-Willamette. The focus of the program is to increase access to reproductive health care services for youth who are suspended or who have dropped out of school.

# Healthy Birthweight Babies

## **Benchmark #27 Increase the percentage of healthy birthweight babies.**

### *Why It's Important*

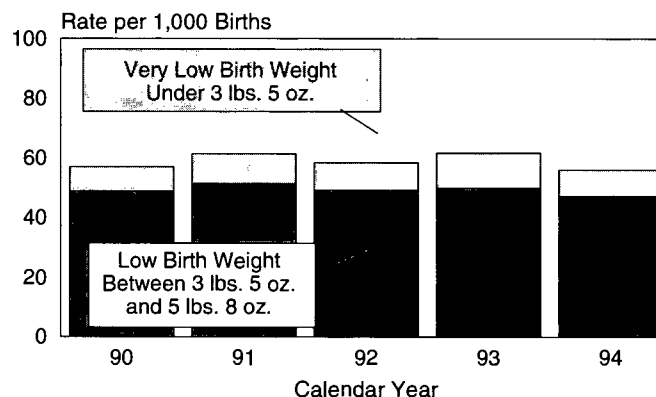
Babies born with low birthweight often have more complications during their first year of life, including a greater number of birth defects, disabilities, and other health problems, than other babies. According to the U.S. Office of Technology Assessment, the healthcare system saves \$14,000-\$30,000 in hospitalization and long-term healthcare costs for every low birth weight avoided through early or comprehensive prenatal care (Join Venture: Silicon Valley Network).

### *Low and Very Low Birthweight*

Babies with a birthweight below 5 lbs. 8 oz. are considered to be "low birthweight". Babies below 3 lbs. 5 oz. are considered "very low birthweight".

- In 1994, 8.5 infants out of 1,000 died before their first birthday in Multnomah County. This is slightly lower than the national average of nine (Centers for Disease Control, June 1994, p. 87).

**Figure 23: Rate of Births Below Normal Birthweights (Under 5 lbs. 8 oz.)  
Multnomah County  
1990-1994**

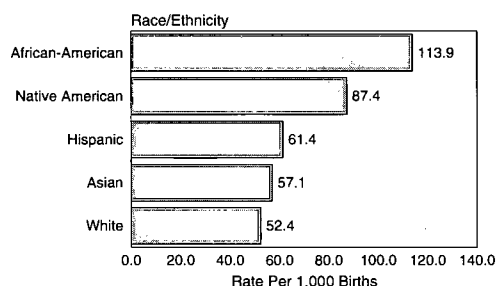


SOURCE: Birth Certificates.

NOTE: 1994 data are provisional.

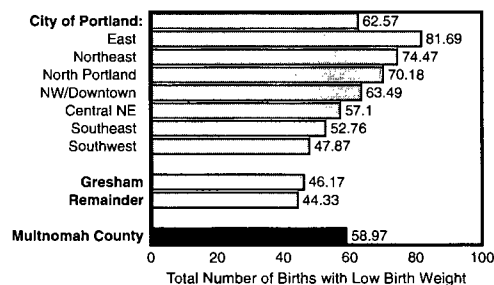


**Figure 24: Rate of Births Below Normal by Race/Ethnicity Multnomah County, 1994**



SOURCE: *Birth Certificates*.  
NOTE: 1994 data are provisional.

**Figure 25: Rate of Births Below Normal by Geographical Area Multnomah County, 1994**



SOURCE: *Birth Certificates*.  
NOTE: 1994 data are provisional.

● There were 8,903 babies born to Multnomah County residents in 1994. Of these, 94% had a normal birthweight, 5% were low birth weight but above 3 lbs. 5 oz., and 1% were very low birthweight.

● Figure 23 shows the rate of below normal birth weights per 1,000 births. The rate per 1,000 has not varied greatly over the past five years. In 1994, there were 58.97 babies per 1,000 born with a low birthweight. The rate for very low birthweights is 9.32.

● There are racial/ethnic differences in babies with low birth weight. As seen in Figure 24, African-Americans have the highest rate per 1,000 of low birthweight babies (113.9) in 1994. Whites have the lowest rate (52.4).

● When looking at geographic area, East Portland has the highest rate of low birth weight babies (81.69). Gresham and the remainder of Multnomah County have the lowest rates per 1,000 of low birthweight babies (see Figure 25).

### *How Should This Benchmark Change in the Future?*

Recent research by the Oregon Progress Board has shown that the marginal cost of decreasing the incidence of low birthweight babies may be prohibitive state-wide. We will examine targets for Multnomah County during 1996.

# Maternal Drug, Alcohol, and Tobacco Abuse

**Benchmark #28 Increase the percentage of infants whose mothers did not use the following: illicit drugs, alcohol, and/or tobacco during pregnancy.**

## Why It's Important

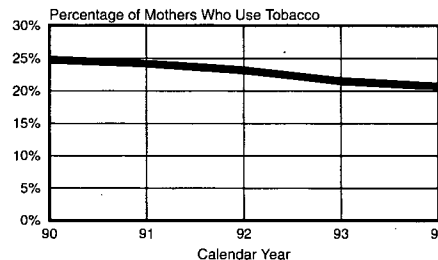
Children born to mothers who use tobacco or other substances show marked differences in health:

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

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

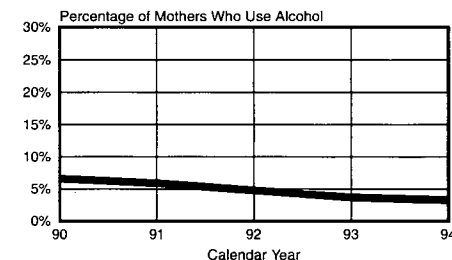
**Tobacco:** Tobacco use is associated with low birthweight infants and the complications arising from low birthweight. As with alcohol, there is no known low threshold of safe tobacco use during pregnancy.

**Figure 26: Maternal Tobacco Use  
Multnomah County  
1990-1994**



SOURCE: *Birth Certificates.*  
NOTE: 1994 data are provisional.

**Figure 27: Maternal Alcohol Use  
Multnomah County  
1990-1994**



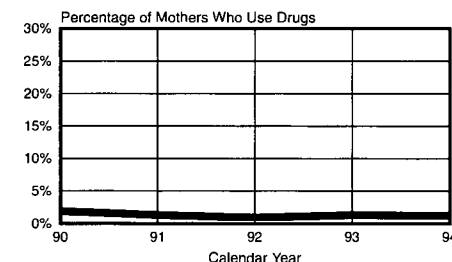
SOURCE: *Birth Certificates.*  
NOTE: 1994 data are provisional.

## Tobacco, Alcohol, and Illicit Drugs

Mothers self-report their use of tobacco, alcohol, and drugs on birth records. Figure 26 shows that tobacco is used more frequently than alcohol (Figure 27) and drugs (Figure 28), although the percentage who smoke has declined over the past five years.

- In 1994, 20.7% of mothers reported they smoked during pregnancy.
- Alcohol use during pregnancy declined over time (see Figure 27). In 1994, only 3.3% of mothers reported using alcohol.

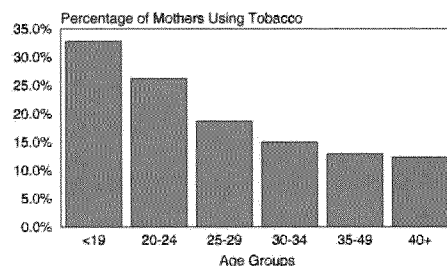
**Figure 28: Maternal Illicit Drug Use  
Multnomah County  
1990-1994**



SOURCE: *Birth Certificates.*  
NOTE: 1994 data are provisional.

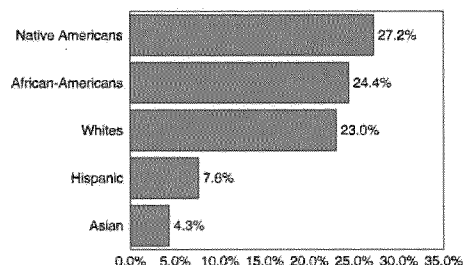


**Figure 29: Maternal Tobacco Use by Age Multnomah County 1994**



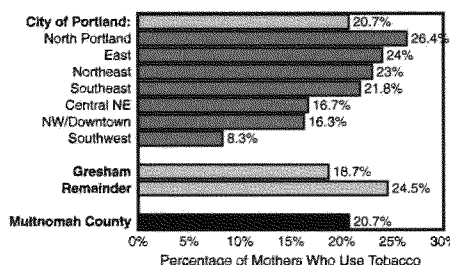
SOURCE: *Birth Certificates*.  
NOTE: 1994 data are provisional.

**Figure 30: Maternal Tobacco Use by Race/Ethnicity Multnomah County 1994**



SOURCE: *Birth Certificates*.  
NOTE: 1994 data are provisional.

**Figure 31: Maternal Tobacco Use by Geographical Area Multnomah County 1994**



SOURCE: *Birth Certificates*.  
NOTE: 1994 data are provisional.

● Drug use is much lower. In 1994, only 1.2% of mothers used drugs. However, the percentage of drug users has not changed dramatically over the past five years.

● Because more mothers use tobacco compared to alcohol and drugs, we analyzed tobacco use in more depth. Figure 29 shows the percentage of maternal smokers by age. Younger mothers are more likely to smoke than older mothers.

● The percentage of mothers who smoke is markedly different depending on race/ethnicity. As shown in Figure 30, Native Americans, African-Americans, and Whites

are more likely to smoke than Hispanic and Asian mothers.

● By geographic area, mothers in North Portland and East Portland are more likely to smoke (see Figure 31). Southwest mothers are least likely.

### *How Should This Benchmark Change in the Future?*

While tobacco and alcohol use has declined, mothers who continue to smoke, drink, and/or use drugs during pregnancy put their babies at risk. The Oregon Progress Board has established a target of 99% by the year 2000 for mothers who do not use drugs or alcohol and 95% for mothers who do not smoke.

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.



# Immunizations

## **Benchmark #29 Increase the percentage of two-year-olds who are adequately immunized.**

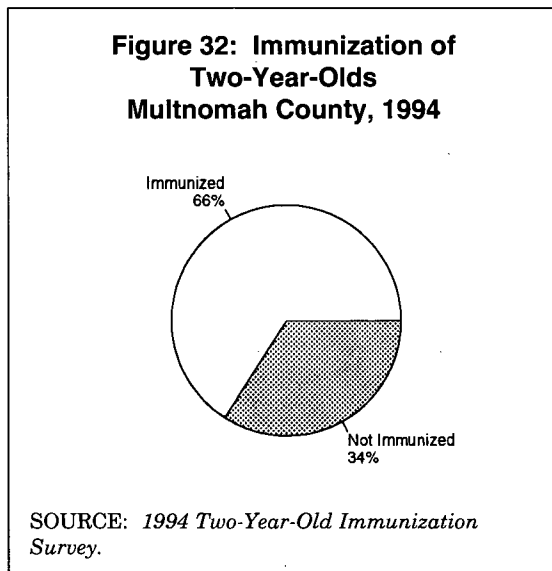
### *Why It's Important*

Throughout the United States, children must be immunized before they are allowed to attend school. For most children, this means they are immunized before the age of six. However, the immunization schedule established jointly by the Advisory Committee on Immunization Practices (ACIP), the American Academy of Pediatrics (AAP), and the American Academy of Family Physicians (AAFP) suggests that immunization should begin at birth.

Parents who do not follow this schedule put their children at needless risk of contracting potentially serious diseases. Moreover, it is during infancy that children are the most vulnerable to these diseases.

### *Immunizations*

- According to a statewide survey conducted in 1994 by the Oregon Health Division, 67% of two-year-olds in the State of Oregon were immunized by age two with 4 DTP (diphtheria, tetanus, pertussis), 3 OPV (oral polio virus), and 1 MMR (measles, mumps,



rubella). In a similar survey conducted by the Centers for Disease Control between April 1994 and March 1995, Oregon was ranked 47th in the percentage of children immunized (Center for Disease Control, February 1996, p. 145).

- In Multnomah County, 66% of two-year-olds were immunized in 1994 as seen in Figure 32.
- The 2-Year-Old Immunization Survey compared children who were fully immu-

nized and those who weren't. Factors of sex, race, age of mother, or educational level of mother were not significant in predicting the children who were immunized. However, other differences were noticed. Those children born to families with incomes below \$15,000 were less likely to be immunized. Also, later-born children (rather than first-born) and children receiving inadequate prenatal care were less likely to be immunized.

- The survey discovered that some parents believed their children were fully immunized when, in fact, they were missing between one to three immunizations. According to the report, "Of parents whose children were missing one immunization, 76% believed their child needed no more, compared with 10% of parents whose children were missing six immunizations". (Oregon Health Division, July 27, 1995, p. 8) Overall, the study found that 33% of Oregon two-year-olds were missing one or more of the basic set of 4 DTP, 3 OPV, and 1 MMR immunizations.

- What are the barriers to immunizing two-year-olds? According to Table 16, "waiting time" and "side effects" are areas of concern to mothers surveyed in Multnomah County. Cost of immunizations is also a concern especially to mothers with incomes below \$15,000.



**Table 16**  
**Barriers to Immunizing Two-Year-Olds**  
**Multnomah County**  
**1994**

Barrier	Problem	No Prob
Waiting time is too long	34%	66%
Worry about serious side effects	34%	66%
Worry about mild side effects	32%	68%
Immunizations too costly	30%	70%
Child gets bored waiting	28%	72%
Clinic doesn't remind me	28%	72%
Child sick when due	19%	81%
Clinic hours inconvenient	17%	83%
Other things difficult	16%	84%
Don't like to tell clinic staff that it is hard to pay	16%	84%
Child has had side effects	15%	85%
Hard to travel to clinic	14%	86%
Clinic staff are rude	11%	89%
Not sure where to go	6%	94%
Other people in my family don't want child immunized	2%	98%

SOURCE: 1994 Two-Year-Old Immunization Survey.

### *How Should This Benchmark Change in the Future?*

The Oregon Preschool Immunization Consortium has established a goal of 90% by the year 2000. The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

## COLLABORATION

### Oregon Immunization Alert

Beginning in the summer of 1996, the Oregon Immunization Alert (OIA) will keep track of all immunizations due for each child in the State of Oregon. OIA will notify parents (by phone and postcard) when a child is due to be immunized.

OIA will have up-to-date information on immunizations. Medical providers can easily access this information for new and existing patients. Before OIA, this information had to be transferred from one provider to another when a patient changed doctors. OIA will also produce Certificates of Immunization Status at the beginning of the school year, thereby reducing paperwork for providers and parents.

OIA is sponsored through public and private partners including Oregon Health Systems in Collaboration (OHSIC), Oregon Health Division, and Multnomah County Health Department. OHSIC includes Blue Cross/Blue Shield, Kaiser Permanente, Legacy Health System, Oregon Health Sciences University, and Providence Health System.

# Child Care Facilities

**Benchmark #32 Increase the percentage of child care facilities which meet established basic standards.**

## *Why It's Important*

Parents want quality day care for their children, but many are limited by what they can afford to spend. From the perspective of day care providers and teachers, affordable fees seldom can buy the quality demanded. Setting minimum standards for child care providers is important because it provides some assurance that our children are receiving a basic level of quality day care.

## *Child Care*

According to the Oregon Employment Department, 33% of females who had children under the age of six were working in 1975. By 1993, the percentage working had risen to 53%. (Oregon Labor Trends, January 1996).

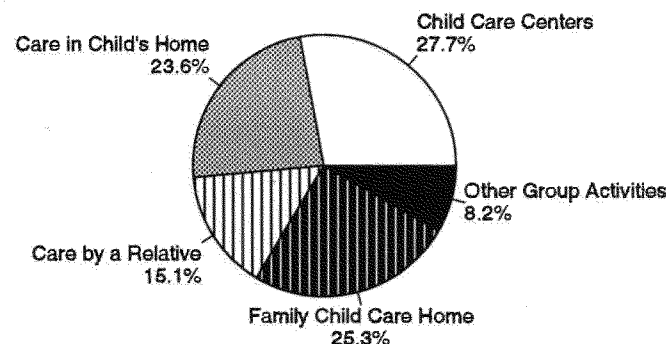
In Oregon, all group homes and child care centers are required to be certified annually. Certification includes on-site visits by the Child Care Division of the Oregon Employment Department (CCD) and the Health Department. Group homes or child care centers applying for certification must have

minimum standards for staff, children's programs, nutrition and meals, discipline and health policies. (Multnomah Child Care Resource and Referral)

Other types of day care do not require certification but must be registered. These

include family child care, school-age programs, and pre-schools. Registration for these programs means that providers must agree to CCD rules, be an adult over the age of 18, and have an Oregon criminal records check. On-site visits and monitoring are not required for registration.

**Figure 33: Types of Child Care Arrangements Needed to Fill Estimated Demand Multnomah County 1994**



SOURCE: Oregon Child Care and Education Data Project.



● In Multnomah County, there are a total of 3,784 child care providers. Thirty-nine percent of all providers meet basic standards of care. This percentage is smaller than the state in which 47% of all providers meet basic standards of care.

● Is Multnomah County meeting its demand for child care? According to the Oregon Child Care and Education Data Project, it is estimated that 38.7% of Multnomah County children needed child care in 1994. Figure 33 shows the demand by type of child care arrangement. The largest percentage of demand is for Child Care Centers (27.7%) followed by Family Child Care Home (25.3%).

● In total, Multnomah County residents needed 42,679 child care slots to meet the estimated demand in 1994. However, data from the Oregon Child Care and Education Data Project show that there are only 28,481 available slots estimated in Multnomah County. This means that there is a shortage of 13,198 child care slots needed to meet the demand.

### *How Should This Benchmark Change in the Future?*

The Oregon Progress Board has set a target of 100% of child care facilities that meet basic standards by the year 2000. The Portland Multnomah Progress Board target will be established in 1996.

# Student Substance and Tobacco Abuse

**Benchmark #34 Increase the percentage of students not involved with alcohol, illicit drugs, and/or tobacco.**

## Why It's Important

Child and adolescent use of alcohol, tobacco, and/or illicit drugs harms individual growth and is costly to society. The health risks for using alcohol, tobacco, and/or illicit drugs are well known. These habits, established early in life, can have detrimental effects on the development of our youth.

## Alcohol, Tobacco, and Illicit Drugs

**Alcohol Use:** National studies indicate that student alcohol use is declining. In 1979, 37% of 12- to 17-year-olds drank alcohol in any given month. This percentage declined to 20% by the year 1991. (Center for Substance Abuse)

● In 1986, 59.6% of Oregon eleventh graders drank alcohol in the past month (see Figure 34). This percentage declined to 41.6% in 1994. Similarly, 38.3% of eighth graders drank alcohol in 1986. This declined to 29.8% in 1994. However, as seen in Figures 34-35, there was an increase in student alcohol use between 1992 and 1994.

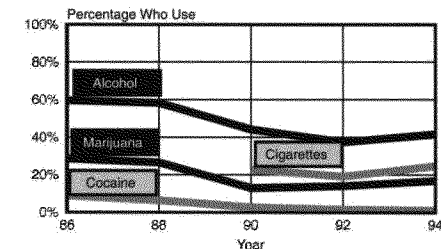
● In Multnomah County, 33.4% of eleventh graders and 27.9% of eighth graders reported drinking in the past month. This is slightly below the percentages seen at the state level.

**Tobacco Use:** Data for student tobacco use has only been collected from 1990 onward in the State of Oregon. As seen in Figures 34-35, the percentages of eleventh and eighth graders who use tobacco has increased slightly since 1990. Oregon students report slightly less tobacco use when compared to the nation as a whole (Finigan, p. 11).

● Disturbingly, the age of first use of alcohol and cigarettes has declined over time. In 1988, students started smoking at 11.6 years of age on average; in 1991, students started smoking cigarettes at 11.5 years (Center for Substance Abuse Prevention, p. 35). Alcohol use has shown a similar pattern. In 1988, students as young as 13.1 (on average) reported using alcohol. By 1991, the age dropped to 12.6, indicating that children are using alcohol and cigarettes at an earlier age.

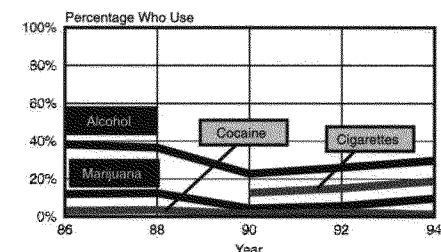
**Drug Use:** The good news is that drug use among students is declining. National statistics state that 18 percent of all 12- to 17-year-olds in the United States reported using illicit drugs in any given month in 1979. By 1991, this percentage dropped

**Figure 34: Eleventh Grade Student Use of Alcohol, Tobacco, or Drugs in Past Month State of Oregon, 1994**



SOURCE: 1994 Oregon Public School Drug Use Survey.

**Figure 35: Eighth Grade Student Use of Alcohol, Tobacco, or Drugs in Past Month State of Oregon, 1994**



SOURCE: 1994 Oregon Public School Drug Use Survey.



**Table 17**  
**Student Use of Alcohol, Tobacco, and/or Drugs**  
**Multnomah County, 1994**

Substance Used	Eighth Graders	Eleventh Graders
<b>Alcohol</b>	27.9%	33.4%
<b>Tobacco:</b>		
Cigarettes	18.0%	20.2%
Smokeless	8.2%	11.2%
<b>Drugs:</b>		
Amphetamines	2.1%	1.5%
Cocaine	1.2%	.6%
Crack Cocaine	.7%	1.2%
Diet Pills	3.4%	1.7%
Hashish	3.3%	2.9%
Heroin	.6%	.2%
Inhalants	9.6%	2.9%
LSD/Psychedelics	2.9%	3.9%
Marijuana	8.1%	14.7%
Other Narcotics	1.5%	1.5%
Quaaludes/Barbituates/ Tranquilizers	.6%	.6%
Stay Awake Pills	6.8%	8.1%
Steroids	.4%	.4%

SOURCE: 1994 Oregon Public School Drug Use Survey.

below seven percent (Center for Substance Abuse Prevention, p. 23).

● In Oregon, drug use has declined since 1986 when data were first collected. As seen in Figures 34-35, cocaine use has continued to decline. In spite of the overall declines, however, marijuana use has actually increased since 1990. According to Table 17, in 1994 14.7% of Multnomah County eleventh graders reported using marijuana in the past month.

### *How Should This Benchmark Change in the Future?*

The *Healthy People 2000 Review* submitted to the United States Congress in 1993 set the target at 12.6% of children and adolescents between the years of 12-17 who use alcohol. This is an ambitious target considering that we would hope to reach it by the year 2000. Similarly, the target for marijuana use is 3.2% and cocaine use is .6% for the same age group and for the same target year. *Healthy People 2000* does not have a target for student cigarette use. The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Access to Healthcare

**Benchmark #44 Increase the percentage of people who have access to basic healthcare.**

## *Why It's Important*

According to Marge Jozsa, Executive Director for Neighborhood Health Clinics, access to healthcare "...implies everything from transportation to language barriers to cultural sensitivity to cultural differences. Insurance won't solve these problems." (Hanes, p. 28) Having access to healthcare is a concern for Oregonians. In the *Oregon Values & Beliefs Survey*, conducted in 1993, access to hospitals and healthcare emerged as the leading value on a list of 32 community values (Oregon Business Council).

## *Access to Healthcare*

There are 15 hospitals in the Portland metropolitan area and 1,037 primary care physicians in Multnomah County. Primary care physicians offer basic healthcare services and include family practitioners, general practitioners, internists, pediatricians, obstetricians, and gynecologists. A shortage of primary care physicians in a given area could limit access to basic healthcare services.

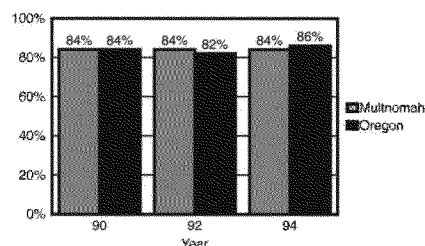
**Table 18**  
**Number of Primary Care Physicians Available**  
**Multnomah County**  
**1994**

Service Area	Number of Physicians	FTE Available to Entire Population	FTE Available to Medicaid	FTE Available to Low Income
Albina	45	33.57	5.78	1.56
Downtown Portland	104	71.88	13.93	6.55
Gresham	28	20.50	3.83	1.13
Inner South Portland	14	10.69	1.21	0.21
Middle South Portland	60	49.55	4.65	1.59
Outer North Portland	27	20.15	1.70	0.49
Outer South Portland	44	33.70	5.18	1.04
St. Johns	8	7.15	1.22	0.32
West Portland	54	41.94	5.42	1.58
<b>County Totals</b>	<b>384</b>	<b>289.13</b>	<b>42.92</b>	<b>14.47</b>

SOURCE: *Primary Care Physician Capacity in Oregon, 1994.*



**Figure 36: Residents with Health Insurance  
Multnomah County and Oregon  
1990-1994**



SOURCE: 1990, 1992, 1994 Oregon Population Survey.

● Low income residents have less access to primary care physicians than other Multnomah County residents. In 1994, the Oregon Health Division conducted a survey to identify shortages of primary care physicians. According to the survey, a ratio of physicians to the general population between 1:1500 and 1:2500 will provide adequate access to services (Oregon Health Division, 1994, p. 7). In Multnomah County, the ratio is estimated to be 1:787, at least twice the acceptable ratio.

● An important indicator of access is the full time equivalent (FTE) number of physicians available per geographic area. Table 18

shows that there are plenty of FTE available in most geographic areas, but there are not enough FTE available to Medicaid and low income residents.

● The percentage of Multnomah County residents with health insurance has remained constant since 1990. Another component of access to healthcare is the ability to pay. Health insurance includes a wide range of benefits from hospitalizations and/or physician care to home health services. Figure 36 shows the percentage of Multnomah County residents who say they have health insurance. In Multnomah County, the percentage remains consistent at 84% for all three years. Differences can be seen among racial/ethnic groups. Native Americans are less likely to have health insurance than any other racial/ethnic group in Multnomah County.

### *How Should This Benchmark Change in the Future?*

The Office of the Health Plan Administrator has set a target of 100% access to health insurance by the year 2002. With the advent of the Oregon Health Plan, this may be an achievable goal. The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

### **Oregon Health Plan**

The Oregon Health Plan (OHP) began on February 1, 1994. This plan pays for health services for approximately 118,000 low-income Oregonians. Approximately, 14.5% of members are under the age of 18; the greatest percentage (65%) are between the ages of 18-44.

OHP is unique in the way it pays for health services. Physicians are paid a set amount per OHP member. However, physicians are only allowed to provide certain services under the plan. For example, OHP does not pay for diaper rash and other minor illnesses. OHP does provide most medical and dental benefits under the plan.

To be eligible for the Oregon Health Plan, members must be U.S. citizens or legal aliens and living in Oregon. In addition, members must have one of the following income requirements:

- Have an income below 100% of the Federal Poverty Level
- Be pregnant with an income below 133% of the Federal Poverty Level
- Be a child under age 6 with household income below 133% of the Federal Poverty Level



# Early Diagnosis of HIV

## **Benchmark #46 Increase the percentage of people with early diagnosis of HIV.**

### *Why It's Important*

Since the 1980s, Acquired Immune Deficiency Syndrome (AIDS) has developed into a national epidemic of staggering proportions. Human Immunodeficiency Virus (HIV) is the precursor to AIDS, which takes an average of nine to ten years to develop. Those infected with HIV may eventually contract AIDS. Although AIDS is still incurable, early diagnosis of HIV can result in early treatment and, for some, this may prolong their life span even after developing AIDS. This benchmark is important, because it encourages early testing to determine HIV status.

### *Human Immunodeficiency Virus (HIV)*

- According to the HIV Program of the Oregon Health Division, nearly 3,000 Oregonians have contracted AIDS. It is estimated that there are between 3,800 and 8,600 Oregonians currently infected with HIV (p. 1).
- In 1994, 495 Oregonians were newly diagnosed with HIV. There were 231 cases

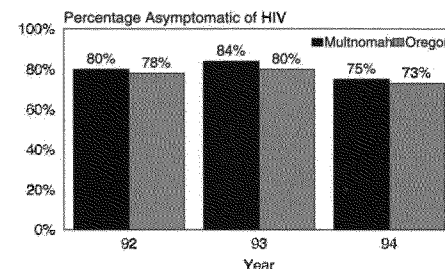
reported in Multnomah County alone; this is 47% of the state total. Eighty-nine percent of AIDS cases in Oregon are among individuals between the ages of 20-49.

- New cases of HIV infections still occur predominantly among males (78%). The largest percentage of new cases are among men who have sex with other men (MSM). Although the percentage for MSMs is still high compared to the population as a whole, this percentage has actually declined as a proportion of total cases. Percentages for women, heterosexual men, and injection drug users have increased at a greater rate over the past few years, showing that the disease has spread to other population groups.

- According to the HIV Program, 73% of AIDS cases in Oregon were among whites in 1994. African-Americans (8%), Hispanics (7%), and Native-Americans or Asians (3%) represented the remaining percentages (race/ethnicity was not reported in the remaining 9%).

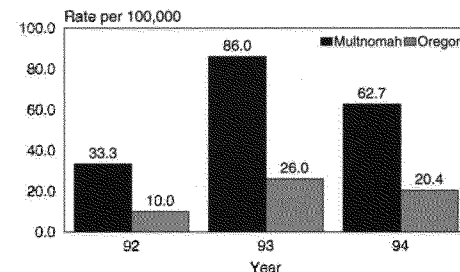
- Figure 37 shows that 75% of new HIV cases in Multnomah County were asymptomatic in 1994. This means that symptoms had not developed before the diagnosis was made. This is slightly higher than the percentage for the State of Oregon. However, the 1994 percentages have declined

**Figure 37: Newly Diagnosed HIV-Positive Asymptomatic Clients Multnomah County, Oregon 1992-1994**



SOURCE: HIV Program, *Oregon HIV/AIDS Annual Report*.

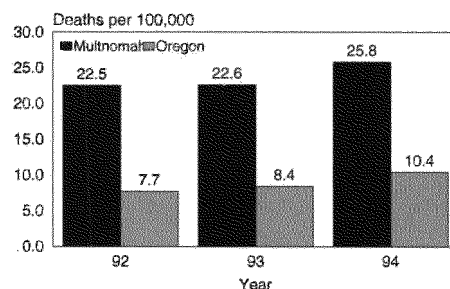
**Figure 38: Annual Incidence of AIDS per 100,000 Multnomah County, Oregon 1992-1994**



SOURCE: HIV Program, *Oregon HIV/AIDS Annual Report*.



**Figure 39: Annual AIDS Deaths  
per 100,000  
Multnomah County, State of Oregon  
1992-1994**



SOURCE: HIV Program. *Oregon HIV/AIDS Annual Report*.

for both Multnomah County and the State of Oregon since 1993.

● Diagnosing HIV cases early is important in treating those who eventually get AIDS. However, another question to ask is whether or not we have made progress in curtailing the AIDS epidemic. The incidence of AIDS in Multnomah County is startling when compared to the entire State of Oregon. Figure 38 looks at the annual incidence of AIDS per 100,000. There were 62.7 cases per 100,000 of AIDS in Multnomah County in

1994. This rate is down from 1993 but still three times greater than the state rate.

● Figure 39 shows that deaths from AIDS in Multnomah County have increased each year since 1992. In 1994, there were 25.8 deaths from AIDS per 100,000 in Multnomah County.

### *How Should This Benchmark Change in the Future?*

The Oregon Progress Board has set a target of 88% for their statewide benchmark on early diagnosis of HIV. As Figure 37 shows, Multnomah County nearly reached this target in 1993. It may be possible to reach this target in Multnomah County by the year 2000.

While important, this benchmark shows only a partial picture of the AIDS epidemic. Perhaps we should track the incidence of AIDS and the number of AIDS deaths to fully understand this epidemic.

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Mentally Ill

## **Benchmark #47 Increase the percentage of mentally ill residents who are self-sufficient.**

### *Why It's Important*

This benchmark measures the quality of life of those who are diagnosed with a mental illness by analyzing the three most common barriers to attaining self-sufficiency: housing, employment, and poverty.

### *Housing As a Barrier*

In the 1980's, housing mentally ill patients shifted from institutions to other situations. Fewer patients were hospitalized; more patients were placed in family homes, nursing homes, or foster homes. Unfortunately, many were left to fend for themselves and often became homeless.

In 1994, the State Office of Mental Health Services conducted the *Quality of Life Survey* of clients receiving mental health services from county agencies. This is just a portion of the mentally ill population. The analysis that follows, therefore, does not include mentally ill persons receiving no services for their illness or those receiving only privately provided services.

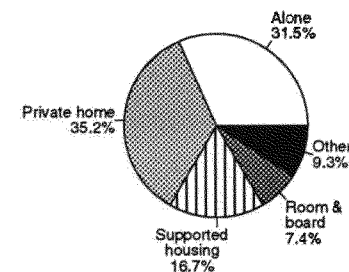
● Figure 40 shows the housing situation for respondents in Multnomah County. The largest percentage (35.2%) live in a private house or apartment with family, relatives, or roommates. Approximately 9% have another living arrangement including adult foster care, group home, or homelessness. Unfortunately, this survey does not ask respondents if their current situation is the housing of their choice.

### *Employment As a Barrier*

Work provides additional income and other benefits as well. One of the most important benefits is an increase in self-esteem. While some mentally ill have conditions that prevent them from working full-time, some are able to work part-time. Part-time employment may be one way to foster self-sufficiency among those limited by their mental illness.

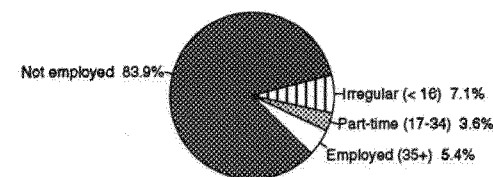
● The *Quality of Life Survey* asks respondents if they are employed. Most Multnomah County respondents said they are not employed (83.9%) as seen in Figure 41. This is slightly higher than the percentage for the State of Oregon as a whole (73.9%). When asked why they are not currently working, 29.8% said they were temporarily laid off and 44.7% said they are unable to work due to their disabilities.

**Figure 40: The Housing Situation for Mentally Ill Residents Multnomah County 1994**



SOURCE: 1994 *Quality of Life Survey*.

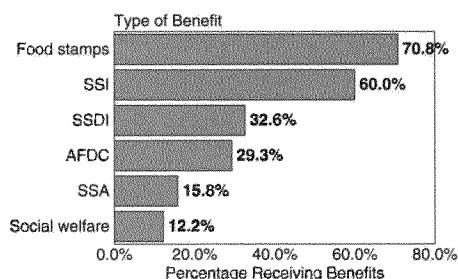
**Figure 41: The Employed Mentally Ill Multnomah County 1994**



SOURCE: 1994 *Quality of Life Survey*.



**Figure 42: Government Assistance  
for Mentally Ill  
Multnomah County  
1994**



SOURCE: 1994 *Quality of Life Survey*.

NOTE: SSI (Supplemental Security Income), SSDI (Social Security Disability Income), AFDC (Aid to Families and Dependent Children), and SSA (Social Security Benefits)

dents. However, it does ask whether respondents receive government assistance. Most assistance programs require recipients to have an income below poverty to be eligible.

● Figure 42 shows the percentage of Multnomah County clients who receive government assistance. Over 70% of those surveyed receive food stamps. Sixty percent receive Supplemental Security Income (SSI).

Clearly, our knowledge of the mentally ill is severely limited. In addition to the population discussed above, it is estimated that a high proportion of the homeless population as well as those incarcerated in various corrections institutions are mentally ill.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

### *Poverty As a Barrier*

The *Quality of Life Survey* does not contain questions about poverty status of respon-

# Disabled People

**Benchmark #53 Increase the percentage of disabled people who are self-sufficient.**

## Why It's Important

Disability: n. inability to pursue an occupation because of physical or mental impairment. This definition, taken from the 1973 edition of Webster's New Collegiate Dictionary, is no longer applicable. More and more individuals who have disabilities are learning to adapt their environment and work style so that they can lead productive lives as workers. In addition, businesses and organizations are realizing that many disabled individuals can work despite their handicap.

What is today's definition of disability? According to *Disability in America*, "the term disability ... refers to limitations in physical or mental function, caused by one or more health conditions, in carrying out socially defined tasks and roles that individuals generally are expected to be able to do." (Pope, p. 35) This benchmark is important because it encourages individuals to seek employment, even though they may have a physical or mental disability.

## Disabilities

Generally, there are three categories of disabilities: developmental disabilities (usually occurs before age 21), injury-related disabilities, and disabilities associated with chronic disease and aging.

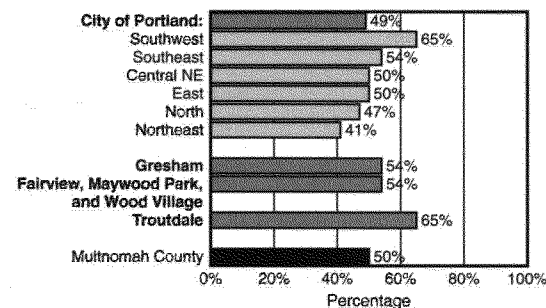
### Developmental Disabilities:

"... affect about four percent of the population under 21 and are caused by a variety of conditions, including cerebral palsy, seizure disorders, mental retardation, hearing and vision impairments, autism, structural birth defects (e.g. spina bifida) that cannot be corrected by surgery, and social and intellectual deprivation. These conditions which usually persist throughout an individual's lifetime, are diagnosed in an estimated 80,000 children each year." (Pope, p. 10)

### Injury-Related Disabilities:

Head injuries and spinal cord injuries cause the most significant physical and neurological disabilities. Approximately

**Figure 43: Residents (Aged 16-64) Who Have a Work Disability and Are in the Labor Force  
Multnomah County  
1990**



SOURCE: U.S. Census Bureau, 1990.

70,000 to 90,000 people in the United States each year will sustain a head injury that causes moderate to severe traumatic brain injuries. There are fewer spinal cord injuries each year (between 10,000 and 20,000.) Motor vehicle collisions and falls are the leading causes for both head and spinal cord injuries. However, acts of violence, which may or may not involve firearms, also contribute significantly to these injuries.



### Disabilities from Chronic Diseases:

Disabilities in this category are generally associated with the aging process. Some of the more common conditions include sinusitis, hypertension, and hearing impairment. Rarely do these conditions limit activity. However, more serious conditions that do limit activity include conditions such as multiple sclerosis and lung or bronchial cancer.

● In 1990, the U.S. Census Bureau asked Multnomah County residents if they had a physical, mental, or other health condition that lasted for six months or more. Figure 43 shows the percentages of Multnomah County residents who are disabled and who are in the labor force. In total, 50% of those disabled in Multnomah County are in the workforce. However, Troutdale residents and residents in the Southwest Portland have the highest percentage of disabled residents who are in the workforce (65%).

The Census also asked everyone if they are currently employed, and if disabled, whether their disability prevents them from working. Eighty-one percent of disabled residents who do not work say it is because their disability prevents them from doing so.

In 1990, the U.S. Congress enacted the Americans with Disabilities Act (ADA). This

act prohibits public or private sectors from discriminating against workers on the basis of disability. ADA is the most comprehensive legislation that is intended "...to assure equality of opportunity, full participation, independent living and economic self-sufficiency" for disabled residents. (Vocational Rehabilitation Division, p. 1)

People often become independent and find satisfaction through their work or livelihood. Increasing the percentage of disabled residents who are employed will help to foster self-esteem among a group that is already mentally or physically challenged. With the passage of ADA, more and more organizations are required to become more accommodating to individuals with disabilities.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board has not established a target for this benchmark.

## COLLABORATION

### CCI Enterprises, Inc.

One non-profit organization is making a difference by hiring disabled workers. CCI Enterprises, Inc. hires disabled workers to do light manufacturing, packaging, collating, labeling, assembling, and restoring pallets.

The primary disabilities of CCI employees include mentally retardation, behavior disorders, neurological disorders, emotional disorders and other health issues. Employees may live independently, in a group home, or in another situation. Some employees are relatively new, yet others have worked at CCI Enterprises for ten years or longer.

The mission of CCI is to develop community and business partnerships which turn disabilities into abilities. The customers of CCI Enterprises include Automatic Data Processing, NIKE, Western Paper, Coca Cola and many others.

To contact CCI, call (503) 652-9036.



***Benchmark #56 Increase the percentage of elderly living in the least restrictive setting, either in their own home or in an alternative home setting.***

## *Why It's Important*

People are living longer. In 1841, a woman expected to live to age 42; the life expectancy of men born the same year was 41 years. In comparison, a woman born today can expect to live to age 76 on average; men live to age 72. (Larson, p. 236) As people age, issues of health and independence emerge. Until recently, the elderly have often been sent to nursing homes when they began to need living assistance. This is often symbolized as a loss of independence. Some elderly are not capable of caring for themselves and must live in situations where they receive some degree of assistance; however, many elderly can live independent lives with minimal assistance.

## *Elderly Living in the Least Restrictive Setting*

Data for this benchmark have been difficult to collect. The Portland Multnomah Progress Board will explore this benchmark in the coming year.

# B

ENCHMARKS...

PROGRESS MEASURED ONE STEP AT A TIME



# *Introduction to the Quality of Life Benchmarks*

---

## *We value quality of life.*

Our community places great value on its quality of life...and we define it broadly to include the beautiful landscape, abundant natural resources, the arts, ethnic diversity, excellent education system, and friendly people.

Portland's high quality of life has economic value as well. As firms and their employees become increasingly mobile, they are drawn to places that are good for living as well as working.

Ironically, the economic prosperity that our quality of life has brought us also threatens to degrade that same quality lifestyle. The tension between economic growth and quality of life will always challenge us to preserve what we value while accommodating change.

## *Environmental quality is good.*

Indicators tell us that the quality of our air, water, and open space is excellent. We will expand our study of these indicators in the coming year.

## *Transportation indicators flash a warning sign.*

The time we spend commuting to and from work is increasing, and ridership on our public transit system is down. Those two factors are probably directly related. Our quality of life is greatly threatened when our efficient transportation system is not wisely used. Perhaps the opening of the new Westside Light Rail Line will reverse both of these trends.

## *Neighborhood livability is high.*

Multnomah County is a community of neighborhoods. We value our small cities, urban neighborhoods, and rural areas for the sense of character and connectedness that they provide us.

Residents of Multnomah County rate the livability of their neighborhoods generally high and getting better. As we would expect, income and livability closely correlate with each other. Those with higher incomes have more choices about where to live, and thus select the nicest areas they can afford.

## *Health indicators are important to quality of life.*

The Portland Multnomah Progress Board is active in the Healthy Communities Initiative, the tri-county effort to broaden the definition of *health* in our communities and help us understand the relationships among health and other community issues. We expect important results to come from this effort in the coming year.

## *The 2040 Plan will help us define many quality of life indicators*

As we discussed in the Growth Management Trends section of this report, the 2040 Plan is a roadmap for our community's achievement of our vision of the finest quality of life possible. Metro and the region's cities are in the final stages of designating specific goals for development in the future. During the coming year, we will work with them to create benchmarks that reflect land use and environmental goals within the context of the 2040 Plan. Thus, in this report we have postponed our reporting on several existing benchmarks related to environmental and quality of life factors.

# Land Available to Grow New Jobs

---

**Benchmark #20 Monitor the percentage and number of industrial site acreage identified in comprehensive plans that is actually suitable for development.**

## *Why It's Important*

Growth management laws in Oregon require that communities provide for the full range of land uses necessary to accommodate growth in housing and jobs. Particularly in the Portland area, where the 2040 Plan requires a significant amount of "in-fill" development (building on urban land that is presently vacant or under-utilized), it is important to ensure that adequate supplies of land are available for business location and expansion. With the greatest portion of job growth in the region in recent years occurring in Washington and Clackamas County, it is important that Multnomah County plan and zone an adequate supply of desirable industrial land.

Table 19  
Industrial Categories of Land  
Multnomah, Clackamas, and Washington Counties  
1996

Industrial Category	Multnomah County	Clackamas County	Washington County
Heavy	5,146	406	923
Light	988	648	4,387
Mixed-Use	852	590	922
Total	6,986	1,644	6,232

SOURCE: Metro GIS.



### *Industrial Land Availability*

Metro tracks the net acreage (estimated acreage after roads and other facilities have been built) of land in three industrial categories: heavy, light, and mixed use (industrial land on which other uses, usually commercial, are allowed).

- Over 47% of industrial land in the region is in Multnomah County. Clackamas County, with only a portion of its land within the Urban Growth Boundary, has only 11%, while Washington County has 42%. Multnomah County has by far the most heavy industrial land, concentrated along the Columbia and Willamette Rivers. Washington County has 72% of the light industrial land along its Route 26/Sunset Corridor. Mixed-use industrial land is spread evenly among the counties.

- Is the available land for job creation adequate for Multnomah County to capture the types and number of jobs that will be necessary to keep our economy growing, while maintaining the values of the 2040 Plan? The Portland Multnomah Progress Board will investigate this issue in the coming year.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Parks and Protected Green Space

**Benchmark #57 Monitor the number of park acres and protected green spaces per 1,000 residents.**

## Why It's Important

The residents of Multnomah County have long treasured their parks and protected green spaces. In 1903, the Olmsted Brothers, renowned landscape architects, developed a plan for Portland's system of parks. In the 1930's, Lewis Mumford developed a system of natural areas for Portland/Vancouver. These visionaries understood the role of parks and greenspaces in enhancing the livability of the Portland area.

As the population increases, however, parks and greenspaces become threatened. Development takes over land that could be turned into parks. Similarly, financial resources once available to purchase and maintain additional land have dwindled over time. This benchmark monitors the number of acres set aside for parks and protected green spaces per 1,000 residents.

## Parks and Protected Green Spaces

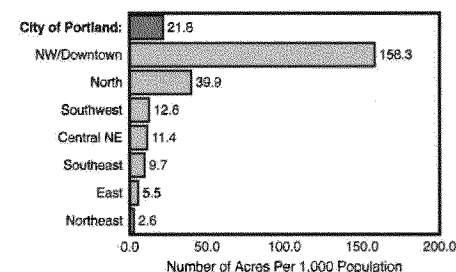
In 1993, the Center for Urban Studies calculated the number of park and greenspace acres for the City of Portland. Data for the rest of Multnomah County are not available.

- Overall, there are 21.82 acres of parks and green spaces for 1,000 residents in the City of Portland.

- Figure 44 shows differences among geographic areas. The Northwest/Downtown area has the greatest number of acres per 1,000 residents. This is because the Northwest/Downtown area has regional park space with Waterfront Park and Forest Park. Northeast Portland has the fewest number of acres (2.6) per 1,000 residents.

- Parks and greenspaces provide more than a glimpse of nature and recreational opportunities. Nowadays, park systems provide classes, field trips, and social occasions. In 1995, 78% of Multnomah County residents asked on the *Citizen Survey* said they had visited a City park near their home within the last 12 months.

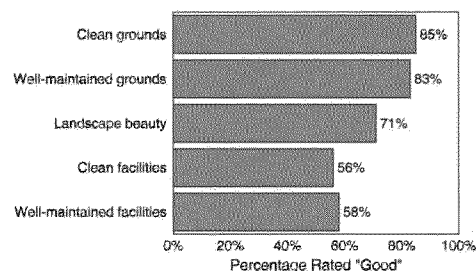
**Figure 44: Acres of Parks and Protected Green Space Per 1,000 Population City of Portland 1993**



SOURCE: 1993 *City of Portland Parks and Open Space Inventory*.



**Figure 45: "Good" Ratings  
of Park Systems  
Multnomah County  
1995**



SOURCE: 1995 Portland Multnomah County Citizen Survey.

● How do Multnomah County residents rate the park systems in their area? Figure 45 shows the percentage of Multnomah County residents who rate features of their park system as "good" or "very good". Eighty-five percent rate the park grounds as "clean". Only 56%, however, rate the facilities as "clean". Female residents tend to give higher ratings of the park system than males.

### *How Should This Benchmark Change in the Future?*

As stated above, the average number of parks and greenspace acres is 21.82 acres per 1,000 residents in Multnomah County. As part of our collaboration with Metro in establishing benchmarks for the 2040 Plan, we will study this benchmark further in 1996.

# Neighborhood Livability

**Benchmark #61 Increase the percentage of people who rate their neighborhood livability high.**

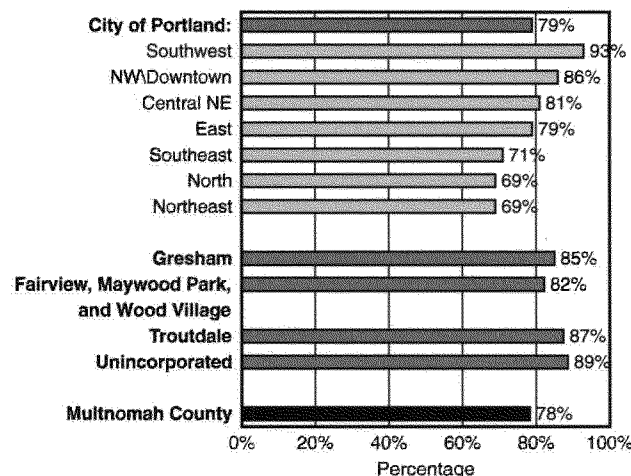
## Why It's Important

As discussed in the trends section, "The Public Mood", our citizens increasingly seek a sense of community in the places they live. Portland has been called a city of neighborhoods, and each of Multnomah County's smaller cities has a neighborhood flavor as well. This is an Urgent Benchmark, and an important indicator of how well our public and private institutions are meeting the sense of community that our citizens seek.

## Neighborhood Livability

● Figure 46 shows how people in Multnomah County rate the livability of their neighborhood. People in Southwest rate their neighborhood higher than any other area in Portland (93%). North and Northeast residents rate their neighborhood livability lowest but even this percentage seems relatively high (69%).

**Figure 46: "Good" Ratings of Neighborhood Livability  
Multnomah County  
1995**



SOURCE: 1995 Portland Multnomah County Citizen Survey.



● "Good" livability ratings for Portland neighborhoods increased from 77% in 1993 to 79% in 1995.

● There are some demographic differences in ratings for neighborhood livability. The more education one has, the greater likelihood of rating neighborhood livability high. Differences are also apparent for race/ethnicity. Whites rate livability highest while Native Americans rate livability lowest. However, there are no differences in the way males and females rate their neighborhoods.

This data suggests that those with higher incomes (which correlate directly to education) have greater choice in where they live, and choose the most livable neighborhood they can afford.

### *How Should This Benchmark Change in the Future?*

The Multnomah County target for this benchmark will be established in 1996.

## COLLABORATION

### Healthy Communities Initiative

Healthy Communities is a movement that brings together representatives from businesses, governments, non-profit organizations, and concerned residents, to discuss issues of common concern and work toward achieving greater health for area residents. Health, in this sense, is defined broadly as "a sense of complete physical, mental, and social well-being" (World Health Organization).

The issues of Healthy Communities span across many areas including housing, crime, domestic violence, poverty, environment, and physical health. Each of these can affect neighborhood livability for residents living in a community. Whether or not an individual is healthy is partially determined by the health of the neighborhood in which he/she lives.

A Healthy Communities Initiative began in the Portland tri-county area in 1995.

To launch this effort, a two-day forum was held on November 30 and December 1, 1995. The forum brought 151 leaders together from Clackamas, Multnomah, and Washington Counties to discuss a vision for a healthy community.

The forum had three purposes:

- To learn how others are improving the health of their communities.
- To begin a dialogue about a vision for the tri-county area.
- To establish the next steps toward achieving healthy communities.

The first Healthy Communities Report for the tri-county area was presented at the forum. This report analyzed the health status of the tri-county area.

# Commute Time

**Benchmark #62 Increase the percentage of people who commute fewer than 30 minutes one-way between home and work.**

## Why It's Important

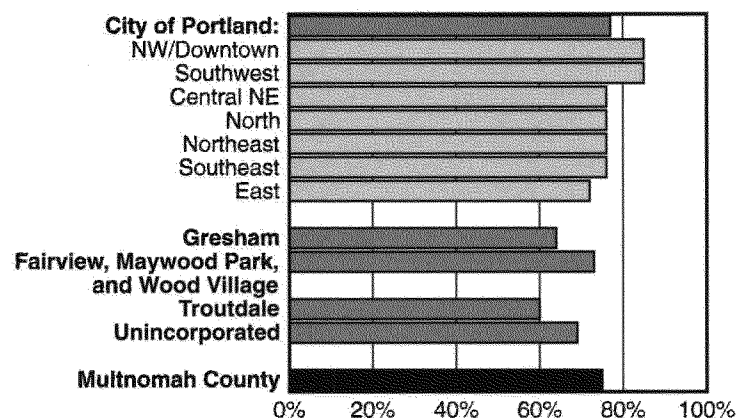
According to the Oregon Progress Board, "thirty minutes is an almost universal average for commutes" (Oregon Progress Board, December 1994, p. 85). Long commutes contribute to air pollution and traffic congestion and lesser quality of life for all. A community must have the right distribution of housing and jobs and an adequate transportation system to link them to maintain the standard of this benchmark.

## Commute Time

Figure 47 shows this benchmark in 1990. The data are broken down into smaller geographical areas within Multnomah County.

● For all Multnomah County residents, the percentage who travel fewer than 30 minutes to work was 75% in 1990 according to the U.S. Census Bureau. This is slightly less than the state average of 77%. The *Oregon Population Survey* shows this percentage to

**Figure 47: People Who Commute Less Than Thirty Minutes From Home to Work  
Multnomah County  
1990**

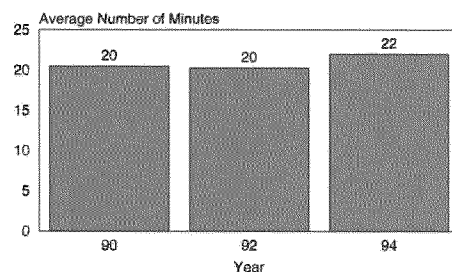


SOURCE: 1990 U.S. Census of Population.





**Figure 48: Average Number of Minutes It Takes to Commute Multnomah County 1990-1994**



SOURCE: 1990, 1992, 1994 Oregon Population Survey.

increase to 86% in 1994 for Multnomah County.

- The 1990 Census figures show that within the City of Portland, 85% of residents living Downtown or in the Southwest travel fewer than 30 minutes to work; 72% of East side residents do.
- The farther east a person lives in Multnomah County, the longer time it takes to get to work. Only 60% of Troutdale residents take fewer than 30 minutes to get to work. This suggests that many residents may be traveling to the Portland downtown core or farther west to get to work.
- Figure 48 shows the average number of minutes it takes Multnomah County residents to commute to work. In 1990, the average number was 20 minutes. This was the average number for other residents in the State of Oregon as well. By 1994, the average increased to 22 minutes suggesting that it is taking longer for residents to get to work.

### *How Should This Benchmark Change in the Future?*

The 2000 target for the Oregon Progress Board is for 88% of the Oregon population to commute within 30 minutes one-way between home and work. The Multnomah County target for this benchmark will be established in 1996.

# Public Transportation

**Benchmark #63 Increase the percentage of people who commute to and from work using public transportation.**

## *Why It's Important*

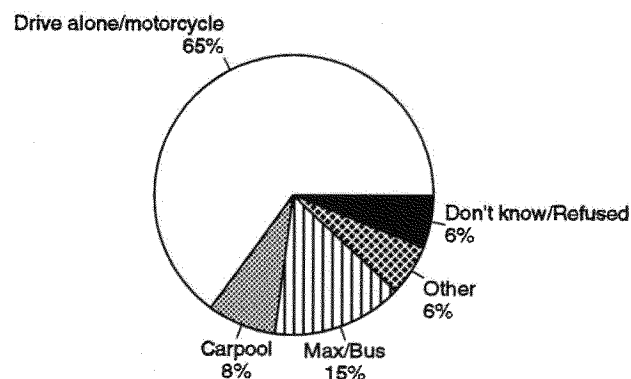
In the 1994 Oregon Population Survey, respondents were asked whether they thought auto traffic congestion was a serious problem. Nearly one-fourth (24%) of Multnomah County residents felt that traffic congestion was serious or critical. In contrast, 19% of residents felt it was not a problem at all.

Reducing traffic congestion is just one reason why public transportation is important. Other considerations are air pollution and parking problems. The Portland area is blessed with an efficient and effective transit system.

## *Public Transportation*

Tri-Met manages the transit system in the Portland area. Tri-Met has 89 bus routes and a light rail system that stretches from downtown Portland to the City of Gresham. Currently, construction is underway for expanding MAX west to Beaverton and

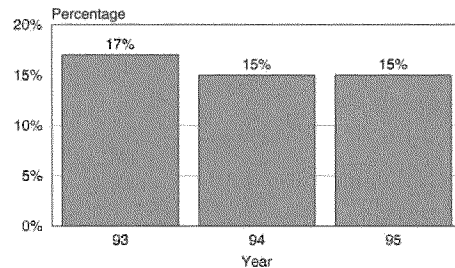
**Figure 49: Transportation Modes to Work  
Multnomah County  
1995**



SOURCE: 1995 Tri-Met Attitude and Awareness.



**Figure 50: Public Transportation Use  
Multnomah County  
1993-1995**



SOURCE: 1993, 1994, 1995 Tri-Met Attitude and Awareness Survey.

Hillsboro. Construction will be completed in 1998.

In 1995, Multnomah County residents were asked how they commute to work when interviewed for *Tri-Met's Attitude and Awareness Study*. Commuters are defined as people who travel to and from work one or more days per week.

● As Figure 49 shows, 65% of those responding to the *November 1995 Tri-Met Attitude and Awareness Study* said they drive alone or use a motorcycle; 15% commute on MAX or the bus.

● Respondents were asked how many trips they made on a Tri-Met bus or MAX in the past month. Forty-four percent of Multnomah County residents have made two or more trips on transit in the past month, including 12% who made 30 trips or more.

● Of those who made two or more transit trips in the past month, 51% rode the bus only. Nineteen percent rode MAX only and 28% rode a combination of the two.

● What is the usual destination of Tri-Met riders? Sixty percent of riders usually travel to downtown Portland, 15% travel to Lloyd District, and 18% travel somewhere else in the transit area.

● According to Figure 50, the percentage of Multnomah County residents using public transportation declined from 1993 to 1994, but remained constant in 1995.

### *How Should This Benchmark Change in the Future?*

The achievement of this goal will help to reduce traffic congestion, air pollution, and parking problems. Tri-Met has set an aggressive goal of increasing ridership 6% per year through the year 2000.

The Multnomah County target for this benchmark will be established in 1996.

# Air Quality

**Benchmark #66 Increase the number of days per year the community meets government ambient air quality standards.**

## Why It's Important

Weather conditions, land use patterns, and geography affect air quality. Poor air quality affects the health of residents in our community. Those suffering from heart, lung, or other chronic diseases may especially feel the affects of poor air quality.

The Federal Environmental Protection Agency (EPA) sets the standards for air quality and they are monitored by the Oregon Department of Environmental Quality (DEQ).

## Air Quality

Testing for air quality occurs at fifteen sites throughout the Portland area where eight contaminants are monitored. The following discussion focuses on three contaminants of particular concern in the Portland area.

## Fine Particulate Matter (PM10)

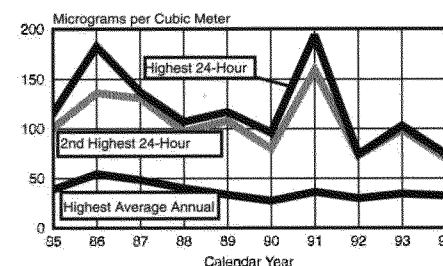
Fine particulate matter consists of solid particles or liquid droplets that are less than 10 microns in diameter. These particles can be inhaled deeply into the lungs where they can remain for years. The health effects of particulate matter vary with the size, concentration, and chemical composition of the particles.

● The 24-hour average standard set by the EPA is 150 micrograms per cubic meter. Since 1985, there were only three days that Portland exceeded federal standards for particulate matter. Figure 51 shows the highest values found for any site in the Portland area. Because the standard allows for one exceedance, the second highest 24-hour value is used to evaluate compliance with federal standards (DEQ, p. 13). The second highest value peaked in 1991 at 159 micrograms per cubic meter.

## Carbon Monoxide (CO)

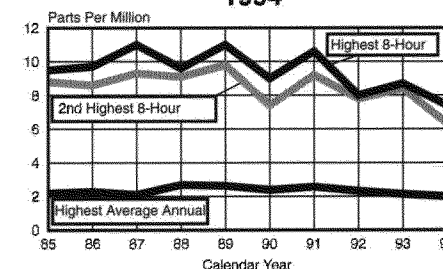
Carbon monoxide is a colorless, odorless gas that binds tightly to hemoglobin in the body. Hemoglobin is the red pigment in the blood that moves oxygen from the lungs to the rest of the body. CO takes the place of oxygen in

**Figure 51: Annual Values for Particulate Matter Portland Metro Area 1994**



SOURCE: Oregon Department of Environmental Quality (DEQ), 1994 Air Quality Annual Report.  
NOTE: Values seen at any site in Portland area.

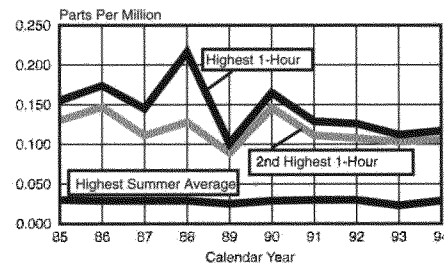
**Figure 52: Annual Values for Carbon Monoxide Portland Metro Area 1994**



SOURCE: DEQ, 1994 Air Quality Annual Report.  
NOTE: Values seen at any site in Portland area.



**Figure 53: Summer Values for Ozone  
Portland Metro Area  
1994**



SOURCE: DEQ, 1994 Air Quality Annual Report.

NOTE: Values seen at any site in Portland area.

the hemoglobin and prevents the vital function of this oxygen-carrying molecule.

Carbon monoxide primarily comes from gasoline-powered motor vehicles. Wood stoves and slash burns also contribute to the total tons emitted.

- The 8-hour average standard set by EPA is 9 parts per million. In the past ten years (1985-1994), there were nine days when the Portland area exceeded federal standards for carbon monoxide. However, Portland has not exceeded these standards since 1991. This is largely due to the standards for auto emis-

sions specified by federal laws and augmented by state programs (DEQ, p. 23).

- Figure 52 shows the highest eight-hour values for any site in the Portland area. Like particulate matter, each community can exceed the federal standard in one day during the year (up to 3 years in a row) and remain in compliance with the standards. The second highest 8-hour line shows that Portland was near or exceeded standards between 1985-1989. By 1990, the second highest 8-hour value dropped significantly to 7.4 ppm. In 1994, this value dropped to its lowest point in the past ten years (6.3 ppm).

### Ozone

Ozone is a pungent, toxic, and highly reactive form of oxygen that can irritate the nose, throat, and lungs. Ozone affects the respiratory system and can cause sore throat, chest pain, cough, and headaches in individuals involved in strenuous physical activity or in people with pre-existing respiratory diseases (DEQ, p. 34).

Ozone is a component of smog. Ozone is produced when enough volatile organic compounds and nitrogen oxides are present in combination with high temperatures. Usually the temperature must exceed 95

degrees Fahrenheit before ozone becomes a serious threat.

- The 1-hour average for ozone is .12 parts per million. In the past ten years, there were 14 days when the Portland area exceeded federal standards. Like PM10 and CO, the Portland area is allowed one day a year when it can exceed federal standards. Because of this allowance, Portland has been in compliance with federal standards since 1992.

- Figure 53 shows the highest values for ozone found in the summer months. The second highest value peaked in 1986 at .147 parts per million. In 1994, the second highest value was .106 parts per million and was recorded on July 20, 1994.

The data presented here show that air quality has improved over the last few years and meets federal standards. Maintaining a high air quality will be important for future livability in this area.

### *How Should This Benchmark Change in the Future?*

The target for this benchmark is continuous improvement from the present condition.

# Population Growth

**Benchmark #72 Monitor the percentage of the Portland Metropolitan area population growth since 1990 occurring within the City of Portland.**

## Why It's Important

It is vital that Portland, the region's central city, maintain its growth, sharing in the region's prosperity. Continued population and economic growth in Portland must be encouraged.

## Population Growth

In the early 1900's, the Portland area experienced tremendous population growth. In 1900, the population in Portland was 90,000. By 1916, the population tripled to 264,000 (Abbott, p. 29). By 1930, the population in the Portland area grew to 301,815. Multnomah County was the fastest growing county in Oregon, with 352% population growth between the years 1890 to 1930. (Abbott, p. 40)

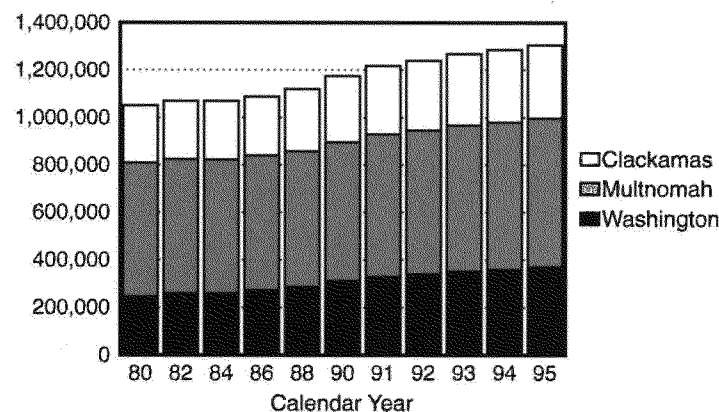
● Fifty years later, the 1980 Census found 1,050,418 people living in the tri-county area. Figure 55 shows that the largest percentage of the population lived in Multnomah County

(54%). Clackamas and Washington counties had the same percentage of the total population (23%). By 1995, the tri-county population grew to approximately 1,205,100. However, the percentage of residents in Multnomah County declined to 48% of the total tri-county area, with Clackamas and

Washington Counties continuing to share about equally in the remainder of regional growth.

● The 1980 Census found 368,139 people living within the city limits of Portland. By 1995, the population grew 35% to nearly half

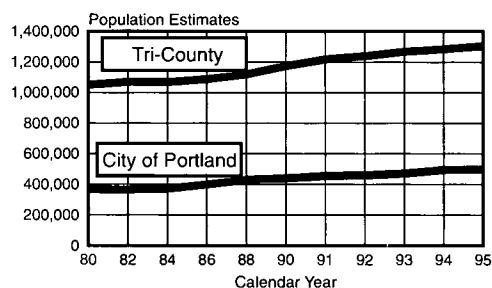
**Figure 54: Population Growth  
Tri-County Area  
1980-1995**



SOURCE: Center for Population Research and Census. *Population Estimates for Oregon: July 1, 1995*. Portland State University.



**Figure 55: Population Growth  
City of Portland, Tri-County  
1980-1995**



SOURCE: Center for Population Research and Census. *Population Estimates for Oregon: July 1, 1995*. Portland State University.

### *How Should This Benchmark Change in the Future?*

As the Portland Multnomah Progress Board refines the benchmarks relating to land use, targets will be set consistent with Metro's 2040 Plan.

a million (497,600). Figure 55 shows the relationship of the Portland population to the total tri-county area. As seen in the figure, any increases in the City of Portland were also mirrored in the tri-county area as a whole. In 1995, 38% of residents in the tri-county area were living within the City of Portland boundaries.

# *Downtown Employment*

---



***Benchmark #73 Increase the percentage of total jobs in the Portland Metropolitan area located in downtown Portland.***

## *Why It's Important*

Maintaining a healthy downtown core is vital to the continued economic prosperity of Multnomah County. Downtown employment must grow at a rate at least equal to the region in order to maintain its vitality and in order to implement the vision of the 2040 Plan.

## *Downtown Employment Growth*

As the Portland Multnomah Progress Board refines the land use related benchmarks in cooperation with Metro in the next year, this information will be completed.





# Street Cleanliness

**Benchmark #104 Increase the percentage of people who rate their streets acceptably clean.**

## Why It's Important

As discussed in Benchmark #61, neighborhood livability is important in assessing the quality of life in a given area. Included in perceptions of neighborhood livability is the cleanliness of streets. Unclean streets give the impression of urban decay; people associate dirty streets with higher crime, low-incomes, and lack of pride by residents in their neighborhood.

## Street Cleanliness

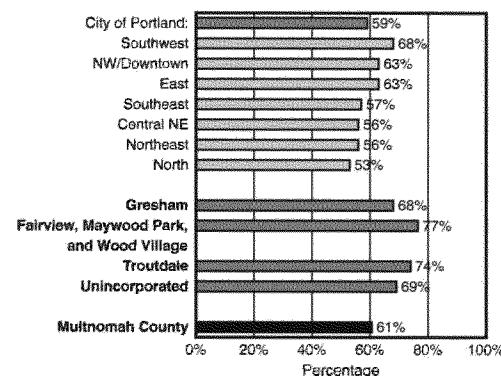
● Since 1991, the City of Portland Auditor's Office has conducted an annual *Citizen Survey*, which includes questions about street cleanliness. Fifty-seven percent of Portland residents rated street cleanliness as "good" or "very good" in 1991. This percentage increased to 60% in 1992 and 61% in 1993.

● In 1994, the *Citizen Survey* expanded to include all of Multnomah County. In that year, 63% of Multnomah County residents rated the cleanliness of their streets as "good" or "very good". This percentage

declined in 1995 to 61%. However, only 12% rated street cleanliness as "very good".

● Residents of Portland and Gresham rate the cleanliness of their streets lower than residents in smaller Multnomah County cities. Nearly one-fourth of residents in Troutdale, Fairview, Maywood Park, and Wood Village rate street cleanliness as "very good".

**Figure 56: "Good" Rating of Street Cleanliness  
Multnomah County  
1995**



SOURCE: 1995 Portland Multnomah County Citizen Survey.

● In the City of Portland, the Southwest is rated highest (68%) while the North is rated lowest (53%) as seen in Figure 56.

## How Should This Benchmark Change in the Future?

A target will be established for this benchmark in the coming year.

# Other Quality of Life Benchmarks



The following benchmarks will be studied further in conjunction with the 2040 Plan.

**#31** Decrease the percentage of people who are homeless.

**#58** Increase the percentage of homeowners and renters below median income spending less than 30% of their household income on housing.

**#60** Increase the percentage of the population that lives within one-half mile walk of all of the following: park/

open space, transit service, elementary service, neighborhood commercial node, and bike paths.

**#65** Increase the percentage of surfaces where there is little or no graffiti.

**#67** Decrease the carbon dioxide emissions as a percentage of 1990 emissions.

**#68** Increase the percentage of samples per year the community's rivers and streams meet government in-stream water quality standards.

**#69** Decrease annual water usage per capita.

**#70** Decrease the number of energy units used per capita.

**#71** Decrease the pounds of solid waste landfilled per capita per year.

**#75** Increase the annual per capita public and private financial support of the arts in Multnomah County.



# B

ENCHMARKS...

PROGRESS MEASURED ONE STEP AT A TIME

# Introduction to the Governance Benchmarks

---

Government is not just a group of legal public entities. It is the people of the community who, through their own actions and by choosing leaders, carry out their vision for the future.

This group of benchmarks relates to both individual citizens and the governmental entities they have created in our community.

*Our information on social capital lacks trends, but seems positive.*

Social capital represents the time and talent that residents contribute to the community without being paid. There are many opportunities in Multnomah County for citizens to contribute to charities, civic groups, and governments.

The data on volunteerism is sometimes contradictory, with some analysts believing that fewer people spend time on community activities, while others debate that volunteerism is on the rise. We know that over 57% of the members of our community volunteer annually; over 32% donate more than fifty hours a year. We will study this further, as we explore local trends in social capital.

Most of the citizens who volunteer as advisors to Portland and Multnomah County gov-

ernment tell us they are pleased with their experience and would do it again. This is important, because government is calling on more and more citizens to volunteer, as budgets are cut back.

*Government finance indicators are positive.*

The City of Portland and Multnomah County governments have received many awards for the way they perform their finance, budgeting, and auditing operations. Much of the information presented in this report is derived from their publications and the work of their staffs. In addition, Multnomah County's Tax Supervising and Conservation Commission (TSCC) maintains useful information on the budgets of all 38 general purpose and special purpose governments in the County. The financial health of these entities is exemplified in their excellent bond ratings.

The cost of government is decreasing significantly; all indicators in this area are positive. Per capita taxes, percent of household income spent on taxes, and expenditures by governments are all down. Expenditures on physical infrastructure are varied, with recent large investments by Tri-Met in the light rail system and the City of Portland for

mid-county sewers. We will work with Metro and TSCC to study this issue further.

*The use of benchmarks is growing.*

Seven of the largest public entities in Multnomah County use performance measures of some type in their planning and budgeting systems. This includes the cities of Portland and Gresham, Multnomah County, the Port of Portland, Tri-Met, the Portland Public Schools, and the Multnomah Education Service District.

In refining the benchmarks, the Portland Multnomah Progress Board has reached out to all public entities in the County to coordinate data collection, provide assistance in using the benchmarks in their own organizations, and to ensure that our government benchmarks are appropriate to all public entities.

We will strengthen these partnerships as we move toward more collaboration in achieving the benchmarks.

# Government Efficiency

---

***Benchmark #19 Increase the percentage of government permits issued within the target time period or less including business licenses, building permits, water, plumbing/electrical/heating and ventilation, and conditional use/zoning/variances.***

## *Why It's Important*

One of cities' most important responsibilities in Oregon is the issuance of permits for activities, building construction, and uses of land and buildings. These permits ensure that local laws are enforced relating to personal and public safety. Citizens are entitled to prompt and efficient review of their requests for such permits, and this benchmark measures the time period taken by the city to process requests.

## *Permitting*

This benchmark relates only to Multnomah County cities. The Portland Multnomah Progress Board is working with them to develop a process to collect and report this information.

## *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.



# Total Taxes Per Capita

## **Benchmark #21 Decrease total taxes per capita.**

### *Why It's Important*

This benchmark measures the tax burden of Multnomah County residents. A greater tax burden could result in similar efforts to curtail tax spending as witnessed by the passage of Measure 5. More importantly, by working to decrease total taxes per capita, government is forced to become more efficient.

### *Total Taxes Per Capita*

- Table 20 shows per capita taxes for Multnomah County residents in 1993. It shows that the largest part of the tax burden is for federal taxes. After the federal government, property taxes represent the next greatest share of taxes paid. However, property taxes make up only 15% of total taxes paid.

- Figure 57 shows the average taxes per \$1,000 for schools and non-schools. Because of Measure 5, taxes for schools have declined significantly since 1990. Taxes for non-school entities have increased to the maximum of \$10 per \$1,000.

**Table 20**  
**Per Capita Taxes**  
**Multnomah County**  
**1993**

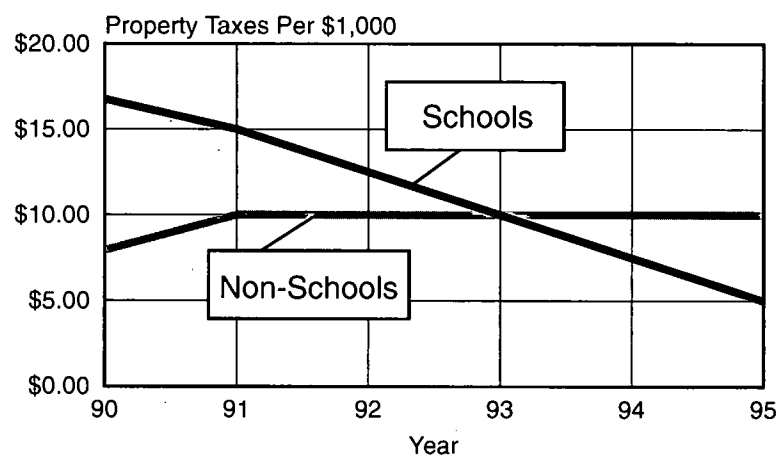
Type of Tax	Amount
Federal income taxes	\$4,520.00
State income tax	\$826.30
Property tax	\$958.00
Business income tax	\$39.33
County gas tax	\$12.36
State gas tax	\$100.49
Weight mile tax	\$34.60
Miscellaneous	\$20.15
<b>Total</b>	<b>\$6,511.23</b>

SOURCE: Federal taxes: *Tax Foundation*. State income tax: *Oregon Dept. of Revenue*. Property and Business income tax: *Tax Supervising & Conservation Commission*. Gas and weight-mile taxes: *Oregon Dept. of Transportation*. Miscellaneous: *Various* as above.

NOTE: The above does not include fees and Tri-Met tax.



**Figure 57**  
**Per Capita Property Taxes**  
**Multnomah County**  
**1990-1995**



SOURCE: *Oregon Blue Book*, 1995-96.

*How Should This Benchmark Change  
in the Future?*

The Portland Multnomah Progress Board  
will study additional data relating to this  
benchmark before a target is set.



# *Business Taxes and Fees*

---

***Benchmark #23 Decrease the percentage of federal, state, and local business taxes and fees per dollar of business income.***

## *Why It's Important*

Business prosperity is the lynchpin of a healthy economy. Business investments in equipment, facilities, employees, and other purchases drive economic prosperity. Taxes paid by business should be adequate to cover their costs to society, but not so excessive that they divert investments from the private sector.

## *Information Problems*

This is an extraordinarily difficult benchmark to measure. Business tax systems at all levels of government are complex and difficult to access given the privacy constraints of such information. The Portland Multnomah Progress Board will explore ways to develop this analysis in the coming year.



## COLLABORATION

### Strategic Investment Program (SIP)

In 1995 Multnomah County signed tax abatement agreements with two companies, based on their future performance under the County's benchmarks. It was the first time anywhere in the nation that benchmarks had been used in such a program.

Until 1996 the State of Oregon allowed counties to grant tax abatements to capital intensive firms, those firms that must invest a great deal in facilities and equipment and are therefore subject to high local property taxes. The Strategic Investment Program (SIP) gave counties flexibility in how the program could be

implemented. Multnomah County chose to base its program on the benchmarks and link the abatement to the companies' performance in linking new jobs to targeted populations of unemployed and underemployed people, with a focus on welfare recipients and minorities.

The SIP program expects to create almost 2,000 new jobs. The County has an ambitious program of public information, training, and mentoring to ensure that those jobs are taken and maintained by the target population.

# Public Infrastructure

## **Benchmark #24 Monitor the real per capita capital outlays for public infrastructure.**

### *Why It's Important*

Airports, roads, school facilities, mass transit, and sewers are a few examples of public infrastructure. Public infrastructure in Multnomah County benefits all residents in the area and is owned by everyone. Maintaining and expanding this infrastructure is important for our safety and economic vitality.

### *Capital Outlay Expenditures*

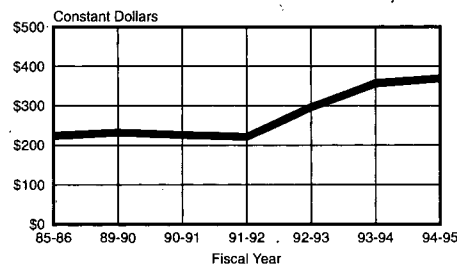
Capital outlay expenditures include public infrastructure and other items such as buildings and equipment.

● Figures 58-60 show the per capita capital outlay expenditures for city residents of Portland, Gresham, and Troutdale. These include expenditures for schools, city government, Multnomah County, and other special

districts including Tri-Met, the Port of Portland, and Metro.

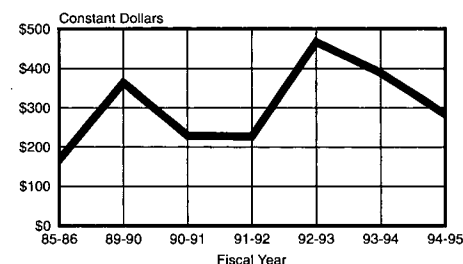
● In 1993-94, City of Portland residents paid \$357 per capita for capital outlay expenditures for all local governments combined. This amount increased to \$369 per capita the

**Figure 58: Per Capita Expenditures for Capital Outlays for All Governments  
City of Portland  
1985-1995**



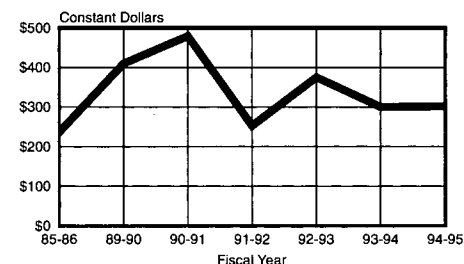
SOURCE: TSCC Database, 1985-1995.

**Figure 59: Per Capita Expenditures for Capital Outlays for All Governments  
City of Gresham  
1985-1995**



SOURCE: TSCC Database, 1985-1995.

**Figure 60: Per Capita Expenditures for Capital Outlays for All Governments  
City of Troutdale  
1985-1995**



SOURCE: TSCC Database, 1985-1995.



following year. Some examples of capital outlays in 1993-94 include expansion of Portland International Airport and sewer installations in mid-Multnomah County.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

#### **Tax Supervising and Conservation Commission**

The Multnomah County Tax Supervising and Conservation Commission (TSCC) was created in 1919 as a result of state legislation. There is no other such commission in the State of Oregon.

The role of TSCC is to review and certify budgets for all general and special purpose local government entities in Multnomah County. There were 38 such entities in 1995 including the City of Portland, Multnomah County, Metro, Tri-Met, and Portland Public Schools. (See sidebar in Benchmark #82, page 121.)

TSCC reviews all budgets for compliance with budget laws and holds public hearings on the budgets of the nine largest entities in Multnomah County. These public hearings are a way for residents to attain information and express their views about how governments should spend their money. In addition, TSCC offers advice and technical assistance.

# Voter Participation

**Benchmark #74 Increase the percentage of registered citizens over 18 who vote.**

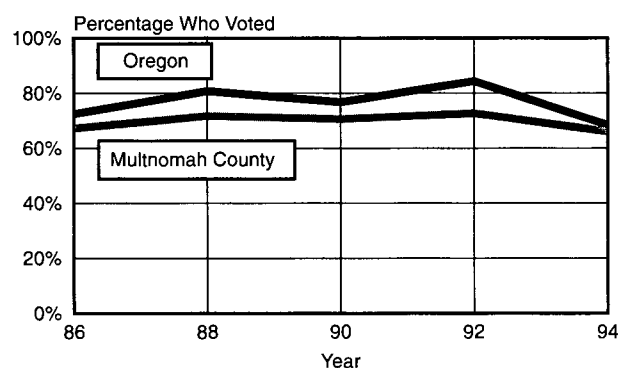
## Why It's Important

The privilege of voting is a value so great in our democracy that groups have long fought for the right, however, not everyone exercises this right. While voter turnout is greatest for presidential elections, it drops considerably for state and local elections. Low voter turnout means that a party or group of individuals can affect the outcome of the election more easily than when voter turnout is high. Thus, some groups will have more influence on the direction of our local government because others have not chosen to exercise their right to vote.

## Voter Participation

- Since 1970, participation in general elections ranged from 68% to 84% in the State of Oregon. Participation is higher in presidential election years.
- Figure 61 shows that the percentages of Multnomah County citizens who voted in general elections between 1986 and 1994 are lower compared to the State of Oregon. In 1986, 67.2% of Multnomah County citizens

**Figure 61: Registered Citizens Who Voted in General Elections  
Multnomah County, State of Oregon  
1986-1994**



SOURCE: *Multnomah County Elections Data.*

voted in the general election. By 1994, the percentage who voted decreased slightly to 66%.

- Table 21 shows that the percentage of *eligible* voters who voted in the special elections of 1995 ranged from 28% to 57%.

Generally, voters are more likely to vote in a general election compared to a special election.

Table 21 shows that the number of registered voters varied among elections. Depending on the election, ballots were not always sent to



**Table 21**  
**Registered Citizens Who Voted in Special Elections**  
**Multnomah County**  
**1995**

Election	Number of Registered Voters	Number of Voters Who Voted	% of Registered Voters Who Voted
March 28, 1995	384,186	107,251	28%
May 16, 1995	367,164	151,219	41%
September 19, 1995	296	114	38%
November 7, 1995	373,824	145,846	39%
December 5, 1995	284,027	163,181	57%

SOURCE: 1995 Multnomah County Elections Data.

NOTE: All elections in 1995 were special elections.

everyone in Multnomah County. In some elections, only a subset of Multnomah County voters by geographic location were eligible to participate.

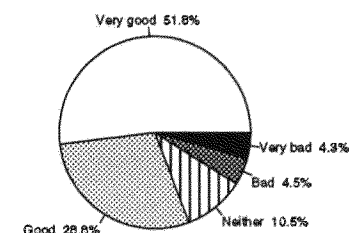
All elections were conducted by mail in Multnomah County in 1995 including the primary election for the U.S. Senate race conducted in December. Until 1995, however, primary and general elections were conducted at polling sites.

● What do Multnomah County residents think of mail voting? In 1995, the *Citizen Survey* asked residents to rate voting by mail. As seen in Figure 62, over 50% of residents felt mail voting was "very good".

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

**Figure 62: Ratings of Mail Voting**  
**Multnomah County**  
**1995**



SOURCE: 1995 Portland Multnomah County Citizen Survey.

# Government Performance

**Benchmark #76 Increase the percentage of people who feel local government is doing a good job at providing services.**

## Why It's Important

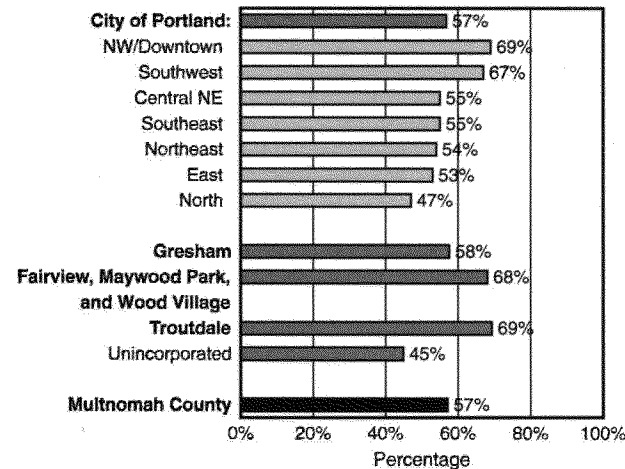
Local government services span a broad range of areas from police, fire, elections, parks, public health, libraries, and street maintenance. Public confidence in local government is a testament to government's effectiveness in providing these services.

## Ratings for Local Government

- In 1995, 57% of those surveyed in Multnomah County said that local government is doing a "good job"; six percent felt that government does a "very good job" in providing services. Ratings of local government services improved from the previous year. In 1994, 52% of those surveyed felt that government does a "good job".

- Women tend to rate local government slightly better than men.

**Figure 63: "Good" Ratings of Local Government  
Multnomah County  
1995**



SOURCE: 1995 Portland Multnomah County Citizen Survey.



- Older people tend to rate local government better than younger people. In fact, those 30 and older progressively rate local government higher as they age.

- Education makes a difference in how people rate local government. College graduates give much higher ratings to government than those who have high school or some college education.

- Differences in ratings are seen by geographic area as shown in Figure 63. Ratings for the City of Portland vary from 69% in NW\ Downtown to 47% in North Portland. Troutdale (population 10,495) has a higher percentage (69%) of those rating government as "good" compared to surrounding cities, although this rating is only slightly better than the combined ratings for the Cities of Fairview, Maywood Park, and Wood Village (combined population of 7,470).

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.



# Citizens Advising Their Government

**Benchmark #77 Increase the percentage of volunteers in a governmental advisory capacity who are satisfied that their recommendations were carefully and respectfully considered and who are satisfied with their experience.**

## Why It's Important

Voting is not the only way that people can set the direction of their local government. They can serve on advisory committees established to advise local government officials so that:

- Governments can tap the experience and expertise of citizens in the community.
- Citizens can learn how government functions through their participation.
- Citizens can help make tough decisions given scarce resources.
- Government is held accountable.

Are citizens satisfied with this experience? Do they believe their recommendations are carefully and respectfully considered? This benchmark considers these questions.

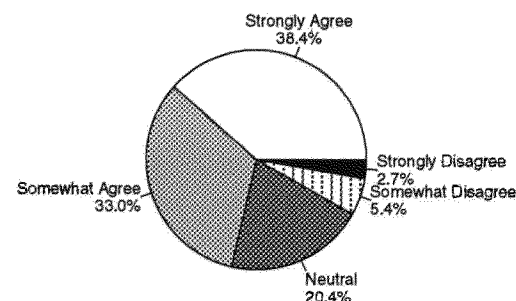
## Citizen Advisors

In 1995, the Portland Multnomah Progress Board, in conjunction with Multnomah County, conducted a mail survey of citizens who serve as advisors to the City of Portland and Multnomah County. The results of this survey are as follows:

● Figure 64 shows the response given by advisory volunteers to Multnomah County and the City of Portland who responded to this statement: How strongly do you agree that your recommendations are carefully and respectfully considered? Over 70% said they "somewhat" to "strongly agree" with this statement. Less than 10% of those returning the survey said they disagreed.

● Citizens could feel that their recommendations are considered but be dissatisfied with their experience while serving on an advisory board. However, Figure 65 shows that over 75% are satisfied with their experience as a volunteer.

**Figure 64: Volunteers Who Feel Their Recommendations are Carefully and Respectfully Considered Multnomah County and City of Portland 1995**

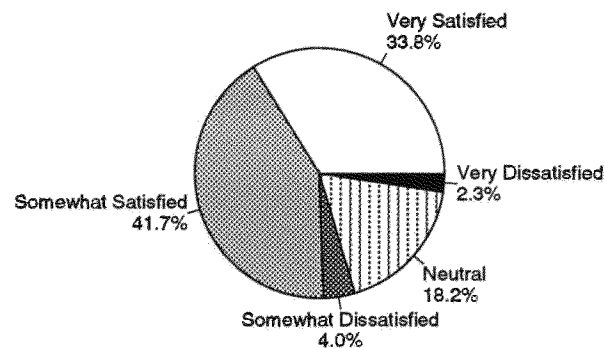


SOURCE: 1995 Portland Multnomah Volunteer Survey.

● Would citizens serve on other advisory committees? Those who serve on boards for Multnomah County and the City of Portland say a resounding "yes". Why? According to those surveyed, because "they like being involved", "it's a great learning experience", and "it helps set the direction of local government".



**Figure 65: Volunteers Who Are Satisfied with Their Experience  
Multnomah County and City of Portland  
1995**



SOURCE: 1995 Portland Multnomah Volunteer Survey.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

### **Citizen Involvement Committee for Multnomah County**

Multnomah County government created the Citizen Involvement Committee (CIC) in 1984 by referendum. This committee fosters citizen involvement in the process of governing Multnomah County.

The mission of the Citizen Involvement Committee is three-fold:

1. To inform residents of their opportunities and rights in the decision-making processes of all aspects of county government.
2. To create meaningful citizen involvement opportunities.
3. To integrate citizens in the decision-making process.

The Citizen Involvement Committee presents openings for boards and committees through cable television. In total, there are 32 committees and boards for Multnomah County including the Animal Control Advisory Committee, the Food Service Advisory Committee, and the Library Advisory Committee.

# Volunteers

**Benchmark #78 Increase the percentage of people over 18 who volunteer at least 50 hours of their time per year to civic, community, church, or non-profit activities.**

## Why It's Important

Volunteering can benefit individuals, non-profit agencies, and the community as a whole. Volunteering can also help volunteers to feel good about themselves for giving back something to their community.

## Volunteerism

In a 1994 national survey conducted by the Independent Sector, a non-profit membership organization formed to help non-profits, the following conclusions were drawn about volunteerism in America:

- Forty-eight percent of Americans volunteered in 1993.
- The average hours volunteered per week was 4.2, the same as in 1991.
- The most significant increases in volunteering occurred among senior citizens aged 75 and older (36% volunteered, up from 27%

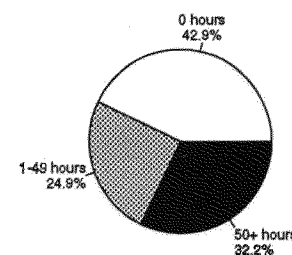
in 1990) and among divorced, separated and widowed persons (40% volunteered, up from 36% in 1990).

● The fastest and most significant way to increase volunteerism is to ask more people to help. People are more than four times as likely to volunteer when asked than when they are not. Among the 45% of respondents who were asked to volunteer in the past year, 82% actually did. Among the 54% who were not asked, only 21% volunteered.

● Certain demographic groups are asked to volunteer less often: African-Americans and Hispanics; families with household incomes under \$20,000; single people; people who are divorced, widowed or separated; and persons who are not employed. But, when asked, these groups volunteer at a similar or even higher rate than the national average.

Oregonians appear to volunteer at a rate higher than the national average. According to the *Oregon Population Survey*, approximately 32% of Multnomah County residents surveyed in 1992 volunteered more than 50 hours in a year. In total, 57.1% of respondents indicated they volunteered in 1992. This is higher than the national average cited by the Independent Sector. Those between the ages of 45-54 were most likely to volunteer compared to any other age group.

**Figure 66: Volunteer Hours  
Multnomah County  
1992**



SOURCE: 1992 Oregon Population Survey.

## How Should This Benchmark Change in the Future?

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.



## COLLABORATION

### AmeriCorps

AmeriCorps was created by President Clinton to promote and encourage service to communities. In total, there are approximately 20,000 young Americans "who put their lives on hold to serve in AmeriCorps. In exchange for their work, they receive a small living allowance, limited health care coverage and had been promised up to \$9,450 in college tuition credits." (Editorial, p. B6)

In Portland, AmeriCorp volunteers have tackled a wide variety of projects. They have tutored inner-city students, weatherized older homes, and restored parks. In addition, they have been involved in lead-paint poisoning abatement.

### The Volunteer Center

The purpose of the Volunteer Center is to increase and strengthen volunteering within Clackamas, Multnomah, and Washington counties. One of the Center's many functions is to match the daily needs of local non-profit public and private agencies with the skills, inter-

ests, and available time of those citizens (young and old) who want to volunteer.

The typical volunteer referred through the Volunteer Center is a white female between the ages of 25 and 40 with some college education. However, the number of youth seeking volunteer opportunities has increased over time. A possible reason for this includes community service requirements being established in Oregon's schools and colleges.

More individuals find the Volunteer Center through the telephone book than through any other single source. In addition, the Volunteer Center advertises for available positions in the Living Section of the Oregonian under the heading Volunteer Connection on Mondays, through other media, and on the Internet: <http://www.aracnet.com/~vcoregon/>.

In total, the Volunteer Center serves 295 non-profit organizations in the tri-county area. The Volunteer Center is a United Way Agency.

# Government Use of Benchmarks



***Benchmark #79 Increase the percentage of government organizations that use measurable results, incorporate them into budget and/or planning processes, and collect supporting data.***

## *Why It's Important*

Historically, government organizations have measured their performance based on inputs (dollars spent, number of employees, units of production, etc.). Benchmarks provide another way of measuring performance by examining outcomes rather than inputs. Government organizations that use benchmarks to measure performance examine the outcome of a given program instead of the process for achieving the outcome.

## *Government Organizations*

In Multnomah County, there are 38 governmental entities. In 1995, only five organizations (13.2%) display performance measures in their budget documents:

City of Portland  
Multnomah County  
City of Gresham  
Port of Portland  
Tri-Met

Please note that the other Multnomah County governmental entities may, in fact, be using performance measures. However, they do not display the performance measures within their budget documents.

## *How This Benchmark Should Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

## **Multnomah County Government**

Multnomah County government adopted its own benchmarks on February 17, 1994. County commissioners, department and division managers, and citizens were involved in developing benchmarks for this governmental entity. In total, Multnomah County has 85 benchmarks, 12 of which are designated as "urgent". As much as possible, Multnomah County's benchmarks are aligned with benchmarks established by the Oregon Progress Board and the Portland Multnomah Progress Board.

Multnomah County's use of benchmarks is extensive. Each division and department throughout Multnomah County government is assigned benchmarks for accountability. These benchmarks are incorporated into the budget process and supporting data for the benchmarks are collected. Multnomah County reports on the progress of their benchmark targets in their annual budget report and through Benchmark Forums held on topics throughout the year.



# Community Use of Benchmarks

***Benchmark #80 Increase the percentage of community organizations that use measurable results, incorporate them into budget and/or planning processes, and collect supporting data.***

## *Why It's Important*

Benchmarks are more than tools used for government planning; they are tools for the community as a whole. No one entity is responsible for achieving the benchmark targets. We are all responsible. But individual organizations can help in achieving the benchmark targets by using benchmarks for internal planning processes. Benchmarks, in these organizations, become beacons guiding the way for that organization and for the community as well.

## *How Should This Benchmark Change in the Future?*

At present, we do not have data that measure the extent to which businesses and organizations use benchmarks. The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

## **Legacy Health System**

Legacy Health System has always been a mission-driven organization, inheriting two strong church-sponsored missions from Emanuel and Good Samaritan Hospitals, two community-service oriented missions in its suburban hospitals, Meridian Park and Mount Hood, and a home care agency begun many years ago to serve the home health needs of this community, the Visiting Nurse Association.

Legacy's vision is "to create a healthy community with health status exceeding similar communities of the world. In order to achieve this, Legacy will collaborate with other healthcare providers, schools, employers, governments, religious organizations and community groups...". Legacy's commitment to improving the health of its community goes beyond the traditional definition of charity care.

This year, for the first time, Legacy will be looking at its programs to determine more clearly how its programs serve community needs. This assessment will ask specifically: "How does the program serve an identified unmet need? How does it align with the Portland Multnomah and Oregon Benchmarks? How was the unmet need identified?" The benchmarks are seen as an increasingly valuable tool in establishing goals for collaboration, innovation, and contribution.

Legacy participates in OHSIC, Oregon Health Systems in Collaboration. OHSIC has helped bring attention and support to the use of benchmarks in developing, improving, and monitoring the outcomes of community service programs.

# Bond Ratings

## **Benchmark #81 Improve general obligation bond ratings for local government entities.**

### *Why It's Important*

Local governments often pay for capital expenditures over time by selling bonds to investors. An investor's willingness to purchase local government bonds depends on his/her perception of the fiscal soundness of the governmental entity. High ratings suggest to investors that a governmental entity is unlikely to default on its obligations. In addition, a government with a high investment bond rating will likely pay a lower interest rate on its debt.

### *General Obligation Bond Ratings*

John Moody first established the system of rating securities in 1909. Today, Moody's and Standard and Poor's are the leading independent organizations which rate corporate and municipal bonds in the United States.

- In Multnomah County, there are 38 governmental entities. Not all have debts outstanding or bond ratings established.

**Table 22**  
**Ratings for General Obligation Bonds for Local Governments**  
**Multnomah County**  
**1995**

Government:	Moody	S & P	Target	Government:	Moody	S & P	Target
<b>Regional:</b>				<b>K-12 Schools:</b>			
Metro	Aa	AA+	AA	Centennial	A		AA
Port of Portland		AA+	AA	Corbett	Aaa*		AA
Tri-Met	AA	AA+	AA	David Douglas		AA-	AA
<b>Multnomah County:</b>	AA1		AAA	Gresham Barlow **			
<b>Cities:</b>				High School	AAA *	AAA *	AA
Gresham	AA	AA-	AA	Grade School	A1	A+	AA
Portland	AAA		AAA	Portland	Aa	AA-	AA
Troutdale	A		AA	Reynolds	AA		AA
<b>Community Colleges:</b>				Riverdale	A		AA
Mount Hood	AA		AA	Sauvie Island	A		AA
Portland Community	A1	AA-	AA				

SOURCE: *Bond Ratings Telephone Survey, April 1995.*

#### NOTES:

\* Bond ratings can generally be raised through various "credit enhancements" including the purchase of bond insurance, letters of credit or by setting aside specific reserves. Corbett and Gresham-Barlow school district ratings were raised to AAA through the purchase of bond insurance. The City of Portland is the only entity within Multnomah County that has a non-credit enhanced bond rating of AAA.

\*\* Gresham Barlow is a merger of several school districts. The bond ratings existed before the merger.



---

- Table 22 shows the general obligation bond ratings for those entities rated in Multnomah County.

- Only two entities in Multnomah County can realistically expect to achieve the highest available ratings: City of Portland and Multnomah County. These entities have the population, assessed valuation, and diversity of resources to warrant the AAA. As seen in Table 22, the City of Portland has already achieved the AAA target.

- Smaller governmental entities can realistically expect to achieve a AA rating without using credit enhancements. Although the ratings can fall as low as a "C" or "D" in the case of a default, all governmental entities in Multnomah County have at least an "A" rating.

### *How Should This Benchmark Change in the Future?*

Target ratings for each governmental entity are presented in the table.



# Dollars Spent for Local Government Services

**Benchmark #82 Monitor the per capita dollars spent for local government services.**

## Why It's Important

Recent citizen dissatisfaction with taxes culminated in the passage of Measure 5, a tax limitation initiative, in 1990. Although there is diversity among citizens concerning the selection and extent of government services, there is widespread agreement that whatever services government provides should be delivered as efficiently as possible. Per capita expenditures of government are a measure of such efficiency.

## Local Government Expenditures

There are 38 governments and special districts in Multnomah County, each with power to assess taxes. These are listed on page 121. A citizen can be taxed by up to eight of these, depending on where in the county he or she resides.

- Figure 67 shows the per capita expenditures of the largest entities within Multnomah County from 1985 to 1994. The overall pattern varies among entities. For most, there is a steady incline since 1990. The City of Portland reflects the adverse

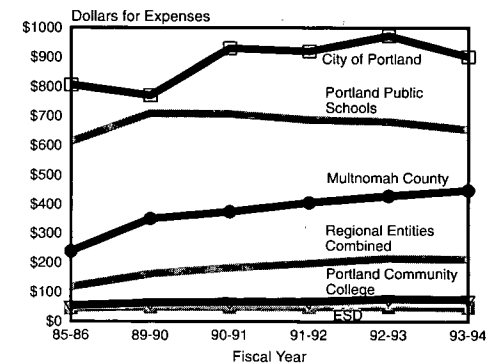
effects of the recession of 1990, followed by economic growth after that, with recent cost-cutting programs reflected in recent years. The Portland Public Schools, and other county school districts, show the only steady decline in expenditures since 1990.

- The City of Portland's per capita expenditures are the highest in the county, reflecting the broad spectrum of services provided by the city. The more specialized services a government provides, the lower per capita expenditures are likely to be, with the exception of elementary and secondary education.

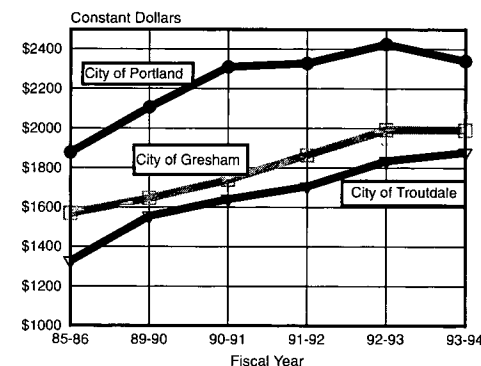
- Figure 68 illustrates the total per capita public expenditures for residents of three cities in Multnomah County: Gresham, Portland, and Troutdale. This total usually includes county taxes, city taxes, Metro, TriMet, the Port of Portland, a school district, the county-wide educational services district, and a community college district. Per capita expenditures for residents of the City of Portland were \$2,341 in 1993/94. In Gresham, they were \$1,991, and in Troutdale they were \$1,878 in the same year.

- Taxing entities in Multnomah County provide a wide array of services. Figure 69 shows those services and their percentage of the total. Education accounts for almost one-

**Figure 67: Per Capita Local Government Operating Expenses Selected Entities, 1985-1994**



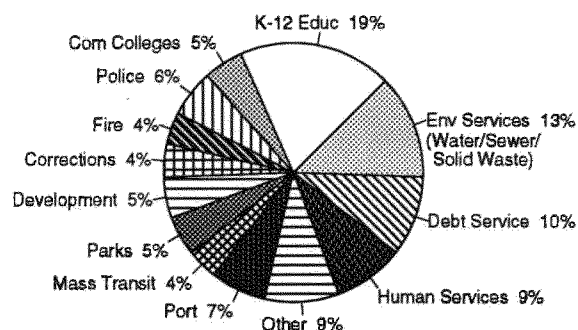
**Figure 68: Per Capita Local Government Operating Expenses Combined for Selected Cities 1985-1994**



SOURCE: TSCC Database, 1985-1995.



**Figure 69: Local Government Expenditures  
Multnomah County  
1994-1995**



SOURCE: TSCC Database, 1985-1995.

quarter of all local public expenditures for services. Public safety follows at 14 percent, with environmental services close behind (13 percent). Transportation services are next at 11 percent. More local funds are spent on debt service than for human services.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

### **Government Entities in Multnomah County**

#### *City Governments*

Fairview, Gresham, Maywood Park, Portland, Troutdale, Wood Village

#### *County Government* Multnomah County

#### *Regional Government* Metro

#### *Regional Special Districts* Port of Portland, Tri-Met

#### *School Districts* Bonneville, Centennial, Corbett, David Douglas, Gresham/Barlow, Mount Hood Community, Multnomah Education Service District, Parkrose, Portland Community College, Portland, Reynolds, Riverdale, Sauvie Island

#### *Special Districts (Eight)* Primarily water and fire districts serving unincorporated areas.

# Household Income Spent for Property Taxes

**Benchmark #103 Monitor the percentage of per capita income spent on property taxes.**

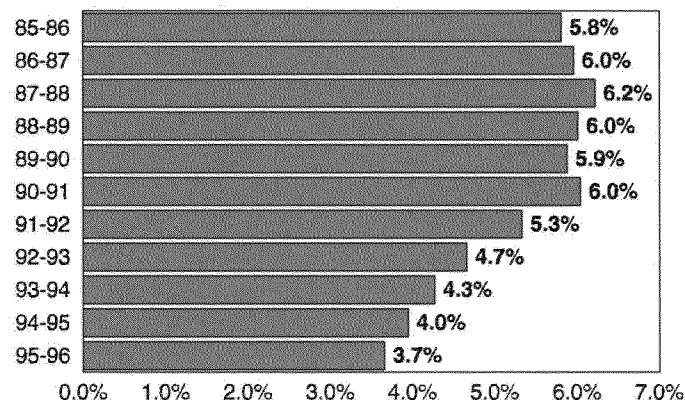
## Why It's Important

Citizens want a balance between the amount of taxes paid and the services government provides. Tax equity has become an important issue nationally as well as in Multnomah County. Many complicated factors contribute to any study of tax equity, however, the Portland Multnomah Progress Board has selected this benchmark, because it focuses on the basic capacity of each taxpayer to contribute to government in the context of his or her other financial needs.

## Property Taxes

In 1990, a tax limitation initiative was passed into law which limits the amount of property taxes that can be collected to pay for local government services. Termed "Measure 5", this initiative reduces the amount of property taxes used for funding local government services, especially schools. In addition, much of the responsibility of funding schools shifted from the local property taxpayer to the state.

**Figure 70: Percentage of Per Capita Personal Income Spent on Property Taxes  
Multnomah County  
1985-1996**



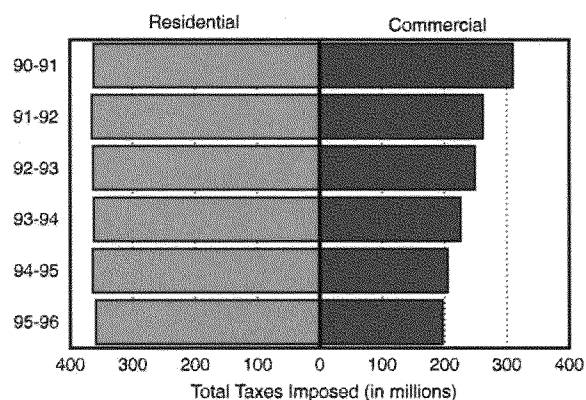
SOURCE: TSCC Database, 1985-1996.

● Per capita personal income spent on property taxes in Multnomah County has declined 40% since its peak in 1988. Since 1990 when Measure 5 was passed, it has

declined 38%. This means that as property value and income have increased due to economic growth, the tax burden has declined significantly.



**Figure 71: Residential and Commercial Property Taxes  
Multnomah County  
1990-1996**



SOURCE: TSCC Database, 1990-1996.

● Growth in residential assessments has outpaced commercial assessments since 1990. The actual amount of tax money collected from residential owners has declined slightly, while total commercial assessments have declined one-third. In 1990-91 residential owners paid approximately 54% of total property taxes. By 1996 their portion had grown to 64%.

*How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.





# **B**

**BENCHMARKS...**

**PROGRESS MEASURED ONE STEP AT A TIME**

# *Introduction to the Public Safety Benchmarks*

---

*Citizens are feeling safer; crime rates are stabilizing.*

Surveys show that Multnomah County citizens feel increasingly safe in their neighborhoods during the day and at night, and crime statistics indicate that they are justified in feeling so. Perceptions of safety vary widely among neighborhoods, as do crime rates. However, we are seeing a steady leveling and decrease in most crimes throughout the county, most dramatically in previously high crime areas.

*The system is changing.*

In 1994 Oregon voters passed an initiative requiring mandatory incarceration for certain crimes. This resulted in a state legislative program that will significantly change state and local corrections programs, requiring increased local jail capacity and alternative programs to incarceration. In response to the initiative, Multnomah County created the Public Safety Task Force, a diverse group of stakeholders in the public safety system, brought together to better understand the system as well as to plan for impending changes. The plan created by the Task Force became an application to the state for implementation funds; Multnomah

County will go to the voters in 1996 for financial support to expand this system.

The notable effect of the work of the Task Force, and its successor, the Local Public Safety Coordinating Council, will be to better coordinate the elements of the system - law enforcement, courts, prosecutors, corrections, treatment programs, crime victims, and other stakeholders. This is a necessary task in light of public intolerance of crime and diminished government resources.

*The policy continuum extends from prevention to public protection.*

Limited resources for public safety programs bring into focus policy debates concerning how funds are best spent. At one end of the continuum are those who believe that prevention is the best treatment, and that public dollars should be directed to ameliorate the risk factors that are so clearly present in those who commit crimes. At the opposite end of the continuum are those who advocate incarceration as the only method to prevent and discourage repeated criminal behavior. Somewhere between the two lies the optimum combination of programs to both prevent criminal behavior and protect citizens from repeat offenders. It is a deli-

cate balance, and citizens are demanding that funds be spent in a way that accomplishes both aims.

*We must improve our ability to evaluate the success of public safety programs.*

Our efforts to understand the systemic process of both perpetrator and victim in the public safety system are in their infancy. We must do a better job of mapping the system and identifying the, often inadvertent, impacts of changes to one program in the system on all the others. We must develop information systems that serve system-wide needs and provide decision makers with better information about the causes and effects of their decisions.

Improved information need not require extensive investments in technology; it need only be capable of tracking individuals through the system and indicating the results of various programs. Program evaluation is critical in a system where investments must be carefully made, and impacts are often long term and difficult to track.

# Neighborhood Safety

**Benchmark #84 Increase the percentage of people who feel safe walking alone in their neighborhood.**

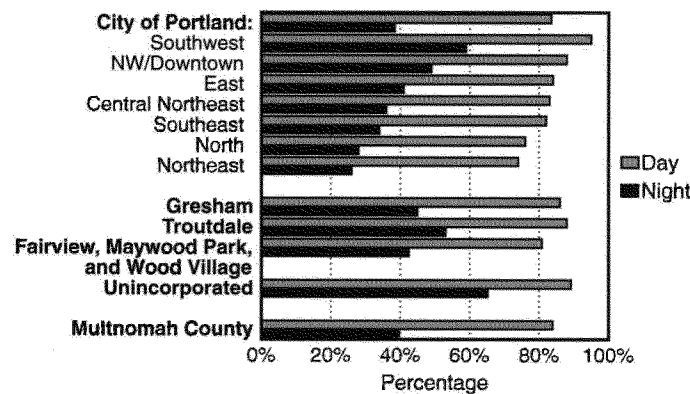
## *Why It's Important*

There are some who believe that all human beings should have a minimally acceptable standard of food, shelter, education, and healthcare. Along with these necessities of life, human beings should feel safe in their home environment. This benchmark measures the level at which people feel safe in their neighborhood.

## *Feelings of Safety in Our Community*

- A greater percentage of people in Multnomah County felt safe in 1995 (84% in day, 40% in night) when compared to 1994 (81% in day, 38% in night). There are differences in the perception of safety among groups:
- Men feel more safe in their neighborhoods than women.
- The more educated a person, the more likely he/she is to feel safe.

**Figure 72: People Who Feel Safe Walking in Their Neighborhood  
Multnomah County  
1995**



SOURCE: 1995 Portland Multnomah County Citizen Survey.





- Persons 60 and older feel less safe than younger people.

- Those who have been victims of crime feel less safe in their neighborhoods than those who have not.

- As Figure 72 shows, people feel safer during the day (up to 95% safe in the Southwest). When night falls, however, so does the percentage of people who feel safe. In Northeast Portland, only 26% of people feel safe in their neighborhoods at night.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

### **Public Safety Terms ...**

Words used in the public safety benchmarks are carefully chosen for accuracy and statistical validity. Correct interpretation depends on accurate definition of terms. In describing a wide range of criminal activity and its consequences, the word "crime" is often misinterpreted. It may be described as "victimization rate" when discussing the total number of crimes committed, whether reported by the victim to authorities or not. "Reported crimes" are only those reported to the police and entered into their database as a crime. "Crime rate" is used to compare the number of crimes reported to total population, usually per 1,000 or 100,000 people. As people move through the criminal justice system, they may be described as "perpetrators", "arrestees", "offenders", "inmates", "felons", "parolees", and "ex-offenders"; each has a specific meaning. In the discussion of the benchmarks, we have been careful to define our terms to match the intent of the benchmark, as well as the data used to report the trend.

# Crimes Motivated by Prejudice

---

**Benchmark #85 Monitor the reported number of crimes against people or property motivated by prejudice.**

## *Why It's Important*

A church that is vandalized, a person threatening to inflict serious injury on another because of sexual orientation, and a group assaulting someone because of racial differences are all examples of crimes motivated by prejudice. These incidents are not just examples of criminal behavior; they are also a reflection of attitudes and tolerance of others in a community.

A decrease in reports does not necessarily mean there is a decrease in actual crimes. Some individuals are reluctant to report crimes for fear of retaliation by the offender or for other reasons. In addition, a reluctance to report crimes can also be a reflection of a lack of public confidence in law enforcement agencies. Nevertheless, this benchmark is important in understanding how individuals in a community value the unique differences of others.

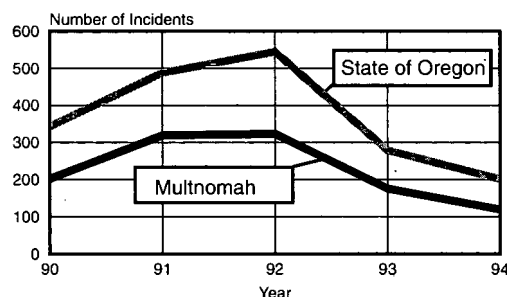
**Table 23**  
**Reported Incidents of Crime Motivated by Prejudice**  
**Multnomah County**  
**1990-1994**

Crime	1990	1991	1992	1993	1994
Race	138	185	162	88	55
Sexual Orientation	26	50	64	45	32
Religion	3	10	30	15	5
National Origin	23	43	15	10	10
Other	12	31	52	18	17
<b>Total</b>	<b>202</b>	<b>319</b>	<b>323</b>	<b>176</b>	<b>119</b>

SOURCE: *Law Enforcement Data System, 1990-1994.*



**Figure 73: Reported Incidents of Crime Motivated by Prejudice  
Multnomah County, the State of Oregon  
1990-1994**



SOURCE: Law Enforcement Data System, 1990-1994

### *Bias Crimes*

In 1989, the Oregon Legislature passed a bill requiring law enforcement agencies to report crimes motivated by prejudice to the Law Enforcement Data System (LEDS). This information is then collected and reported quarterly and annually by LEDS.

As seen in Table 23, bias crime data are categorized into five areas: race, sexual orientation, religion, national origin, and other.

- There are more incidents of crime motivated by racial prejudice than any other category. In 1994, this represented 46% of all crimes motivated by prejudice. Sexual orientation was the second highest bias crime reported in Multnomah County, representing 27% of all crimes motivated by prejudice.

- Figure 73 shows that reported crimes increased to a high of 323 in 1992. The year 1992 was the high point for the State of Oregon as well. In that year, 545 incidents of crimes motivated by prejudice were reported throughout the State of Oregon. This was the year that Ballot Measure 9, restricting the rights of gays and lesbians, was rejected by Oregon voters.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Domestic Violence-Child Abuse

**Benchmark #86A Monitor the reported number of children abused and neglected per 1,000 children under the age of 18.**

## Why It's Important

Child abuse is an unforgettable experience that can remain with individuals throughout their lifetime, but child abuse has even farther reaching consequences. Victims abused as children often grow up to become abusers themselves. Without treatment, child abuse can be perpetuated across generations.

While our ultimate goal is to reduce the number of child abuse victims, we know that there are many cases that go unreported. Encouraging residents to report child abuse can motivate families to seek help. Therefore, we will monitor this benchmark because while we want the number of victims to decrease, we also want a higher proportion of victims to report the crime.

## Child Abuse

In 1971, the Child Abuse Reporting Law was enacted in Oregon. Under the law, certain professionals must report suspected cases of child abuse to the State Department of

Services to Children & Families (SCF), formerly known as Children's Services Division.

Child abuse is defined as assault, mental injury, rape, sexual abuse, sexual exploitation, negligent treatment or maltreatment, and threatened harm to a child.

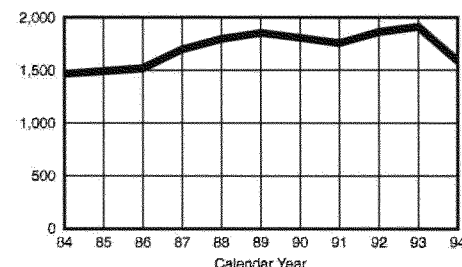
- In 1994, SCF received 26,436 reports of child abuse and neglect in the State of Oregon, involving 7,946 children. Approximately 20% (total is 1,586) of these victims lived in Multnomah County as seen in Figure 74. This is 17% lower than in 1993 when there were 1,911 reported victims of child abuse.

- Figure 75 shows the victim rate per 1,000 children in Multnomah County. The figure shows that the rate declined to 10.8 in 1994. This is lower than at any other time in the past five years.

- Figure 76 shows that younger children (aged 0-4) are more likely victims of abuse than other age groups.

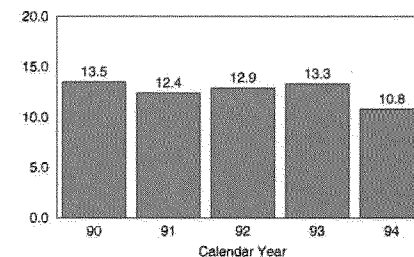
- Figure 76 shows that there is little difference between the sexes for younger victims. By age 10, however, females are more likely to be victimized than males.

**Figure 74: Number of Child Abuse Victims Multnomah County 1984-1994**



SOURCE: Children's Services Division, *Child Abuse and Neglect Report*, 1994.

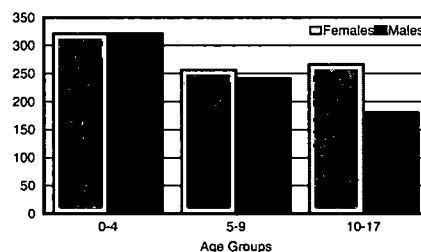
**Figure 75: Victim Rate per 1,000 Children Multnomah County 1990-1994**



SOURCE: Children's Services Division, *Child Abuse and Neglect Report*, 1994.



**Figure 76: Child Abuse Victims  
by Age and Sex  
Multnomah County  
1994**



SOURCE: Children's Services Division, *Child Abuse and Neglect Report*, 1994.

### *How Should This Benchmark Change in the Future?*

The Oregon Progress Board established a 2000 target of 6.0 per 1,000 persons under the age of 18. The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

## COLLABORATION

### **CARES Northwest**

Since its inception, CARES Northwest has provided services to victims of child abuse. Their goal is to assess whether child abuse has occurred, with minimal trauma to the child victim. Previously, some children had to undergo numerous interviews and examinations to confirm abuse. With trained interviewers and medical personnel, CARES Northwest provides complete physical examinations and documentation that, in some cases, saves children the emotional trauma of a judicial proceeding. The documentation also assists in providing needed child protection and intervention.

CARES Northwest also ensures appropriate follow-up mental health services for the families. Financial assistance for evaluation is available for families who cannot pay for services. There is no charge for the Multnomah County Family Support Mental Health Services

CARES Northwest sees on average 100 to 120 children per month from the tri-county area. It is a collaborative effort of

Emanuel Children's Hospital, Oregon Health Science University's Doernbecher's Children's Hospital, and Kaiser Permanente.

In addition to assessing child abuse, CARES Northwest has trained thousands of mental health professionals, physicians, law enforcement personnel and State Office for Services to Children and Family staff on child abuse.

### **Keeping Kids Alive**

In April, 1996, a state summit on Child Fatalities was convened. This summit brought together representatives from local Commissions on Children and Families, Services to Children & Families, Health Departments, Law Enforcement Agencies, District Attorney Offices, Head Start, Medical Providers, and Public Schools. The goal of the summit was to spark local collaborative efforts to reduce child fatalities.

The summit addressed ways to reduce child fatalities, including deaths caused from child abuse.

# Domestic Violence-Partner Abuse

**Benchmark #86B Monitor the reported incidents of spouses or domestic associates abused per 1,000 people.**

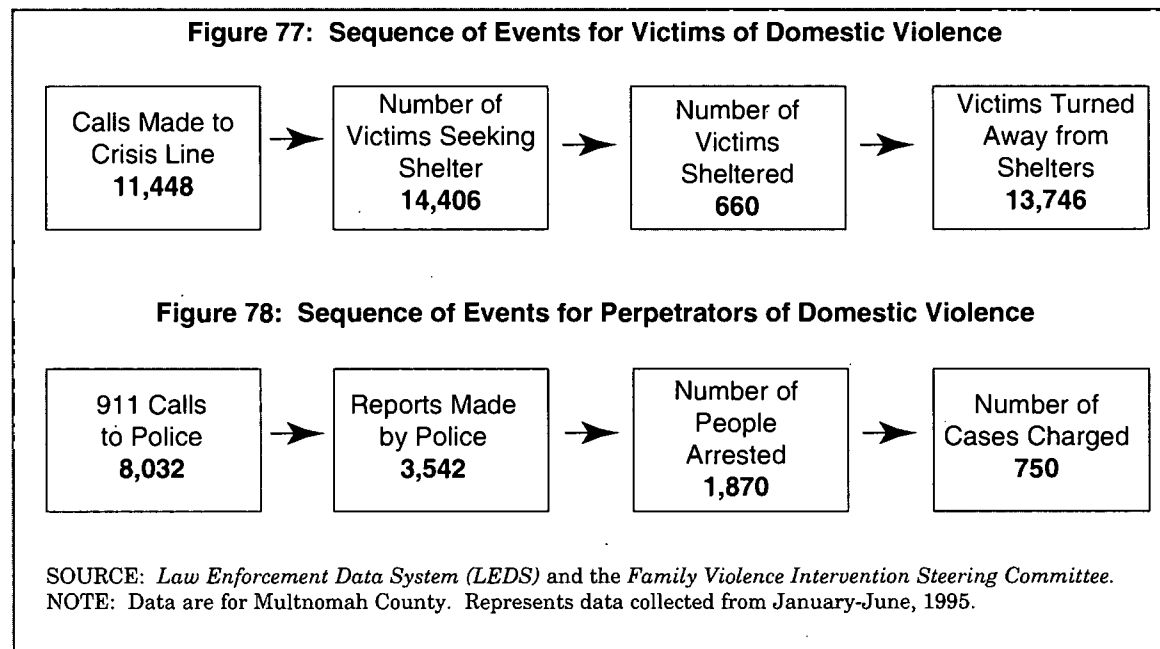
## Why It's Important

Domestic violence is defined as the threat of, or actual physical or sexual abuse to, an individual in an intimate relationship. This includes spouses, people living together (heterosexual or homosexual), or those who had an intimate relationship in the past. This benchmark is important because of its effects on family stability and the fear which prevents many victims from seeking help.

## Domestic Violence

In 1990, the FBI determined that every 15 seconds a woman is battered in the United States. Annually, there are 4,000 homicides of domestic violence in the U.S.

With the enactment of ORS 181.055, Oregon's law enforcement agencies began reporting incidents of domestic violence in 1994. A total of 7,762 domestic disturbances were reported between January and June, 1995 in Oregon. Out of this number, 46% occurred in Multnomah County (3,542 in total - see Figure 78).



Some facts of domestic violence are listed below:

- Women are more likely to be victims of domestic violence than men. According to the Family Violence Intervention Steering Committee for Multnomah County, over 90% of domestic violence victims are women.
- The largest percentage of partner abuse is targeted toward a girlfriend or boyfriend.

Victims of boyfriends are most likely to be age 16 to 24. Victims of spouses or ex-spouses are likely to be age 20 to 34. (Zawitz, p. 25)

- According to the Oregon Department of Services to Children & Families, in 70% of child abuse cases, domestic violence is also occurring. Even more startling is the percentage of child abuse fatality cases where domestic violence also occurred: 100%.



● Domestic violence spans generations. According to an article in Ladies Home Journal, "...sons who witness their fathers' violence are 10 times more likely to abuse their wives than sons who do not." (July 1995)

● Domestic violence is a serious impediment to women who are trying to get off welfare. The Taylor Institute of Chicago reports that men often use violence as a way to prevent their spouses or partners from obtaining economic independence.

● Studies show that alcohol is involved in more than 50% of all domestic violence incidents. Alcohol is identified in many cases of violence, especially homicides. (Office of Alcohol and Drug Abuse Programs, Nov/Dec. 1995, p. 19)

### *How Should This Benchmark Change in the Future?*

Reducing the reported rate of domestic violence cannot be the present goal, because not all domestic violence incidents are reported. In fact, reporting one's partner to the police for violence is often an insurmountable barrier toward seeking help. Calling the police is usually the culmination of a long term pattern of abuse. At present,

our goal should be to encourage the reporting of domestic violence so that victims and their families can seek the help needed to stop the cycle of abuse.

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

## COLLABORATION

### **Family Violence Intervention Steering Committee**

Its mission is to "provide an inter-agency forum for developing, implementing, and assessing a coordinated response to domestic violence in Portland, Multnomah County, Oregon." It consists of 30 to 40 people who meet monthly to address issues of family violence. The Steering Committee provides a forum to:

- Identify and address problems
- Collaborate to design and implement new programs
- Prioritize program development
- Facilitate recognition and accountability among agencies
- Correct imbalances in the system
- Cooperate, rather than compete, to seek new funding
- Develop community needs assessments
- Increase funding for domestic violence programs
- Coordinate data collection

In October 1995, the Family Violence Intervention Steering Committee and other community groups embarked on a campaign to increase awareness of domestic violence. Termed "There's No Excuse Oregon", this campaign drew media attention to the issues of domestic violence. Signs and posters were seen on buildings, billboards, and buses featuring domestic violence.

### **ADT Security Systems Pendant**

Multnomah County is fortunate to be chosen by ADT Security Systems as a test site for a Domestic Violence Pendant. Victims can activate the pendant if they perceive a threat to their safety while in their household. When activated, the pendant summons the police to the household.

# Domestic Abuse-Elder Abuse

**Benchmark #86C Monitor the reported incidents of elderly abused per 1,000 elders.**

## Why It's Important

Elder abuse is the physical, financial, or emotional abuse of individuals 65 years of age or older. Like child abuse and spousal abuse, it is important as a benchmark because it affects the lives of some of Multnomah County's most vulnerable residents. Victims of elder abuse are often caught in situations where they are helpless or incapable of asking for help.

As the population ages, incidents of elder abuse are likely to increase as well. Those 85 and older are the fastest growing population group today and, at the same time, they are among the most vulnerable. By monitoring this benchmark, we can determine the extent of the problem today and develop policies and programs to minimize the impact of elder abuse in the future.

## Elder Abuse

In 1981, the State Legislature enacted the Elder Abuse Mandatory Reporting Law. This law requires certain professionals to report incidents of elder abuse. In 1995 the

Oregon Legislature enacted the Elder Abuse Prevention Act which allows those 65 and older to secure a restraining order in cases of abuse (ORS124.050). In the same year, the Oregon Legislature enacted a law that allows seniors to sue for economic damages for physical and fiduciary abuse.

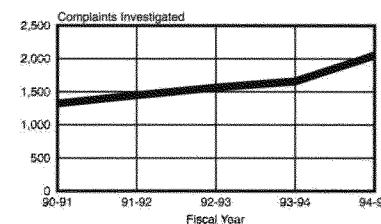
● Reports of elder abuse in Multnomah County are on the rise (see Figure 79). In 1990-91, Multnomah County's Aging Services Division investigated 1,321 complaints of elder abuse to those aged 60 and older. By 1994-95, the number of investigations increased by 55% to 2,052. In contrast, the population of elders (60+) declined from 101,659 in 1990 to 98,280 in 1995.

● In Multnomah County, 73% of elder abuse cases occur in the community at large. Only 27% of cases occur in nursing facilities.

● Figure 80 shows the types of mistreatment for elder abuse in the State of Oregon. The greatest percentages of mistreatment for elder abuse are self-neglect (41.8%), physical abuse (22.4%), and financial exploitation (19.0%).

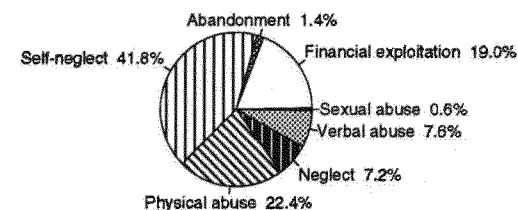
● According to the National Center on Elder Abuse, the greatest percentage of perpetrators in the United States are adult children (35%). Other relatives (13.6%) and spouses

**Figure 79: Elder Abuse Investigations Multnomah County 1990-1995**



SOURCE: Aging Services Department, *Elder Abuse Briefing Before Multnomah County Commission*, October 12, 1995, p. 4.

**Figure 80: Types of Mistreatment for Elder Abuse State of Oregon 1995**



SOURCE: *Community Protective Service & Elder Abuse Report*.





(13.4%) also make up sizeable proportions of the total number of perpetrators.

### *How Should This Benchmark Change in the Future?*

Monitoring this benchmark will be key to understanding elder abuse in the future. Although some incidents of elder abuse are reported, we suspect there are many more cases that go unreported. Moreover, determining the number of elder abuse cases is a challenge among several law enforcement agencies. However, Multnomah law enforcement agencies are working to find a way to get an unduplicated count of elder abuse.

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

## COLLABORATION

### **The Gatekeeper Program**

Since its inception in February 1987, the Gatekeeper Program has recruited over 50 partners in the community to locate vulnerable, older adults (60+) who may be in need of special services. These partners represent businesses and organizations who allow their employees to be trained as "gatekeepers". Gatekeepers are on the watch for individuals 60 years of age and older who may be experiencing physical, mental, emotional, financial, or environmental problems. To date, 3,500 individuals have been trained as Gatekeepers.

Gatekeepers make referrals on at risk seniors to Multnomah County Senior Aging Services Department. Case managers are assigned to assess the senior's needs and offer services. Over 2,500 referrals have been received from Gatekeepers.

Some services available to seniors include:

- Transportation
- Healthcare
- In-home support
- Housing
- Financial help
- Support counseling

Multnomah County Aging Services Department administers and operates the Gatekeeper Program but other participating agencies include Friendly House Senior Center, YWCA East County, Hollywood Senior Center, Neighborhood House, Northwest Pilot Project, Portland Impact, St. Johns YWCA, Urban League and Aging Services Department Branch Offices.

# Reported Incidents of Crime

**Benchmark #87 Monitor the reported number of crimes per 1,000 population.**

## Why It's Important

A community's crime rate is one of the best indicators of its livability. People value personal safety greatly, and when they feel threatened, other valuable community assets become secondary. Crime rates affect personal decisions about where to live and work. High crime rates can have a devastating effect on a community's prosperity.

## Crime Reporting

Most local police departments report crime data in a uniform format to Oregon and the Federal Bureau of Investigation, thus creating two comparable databases: Law Enforcement Data System (LEDS) and Uniform Crime Reports, respectively.

Crime rate data must be carefully interpreted. There are two important variables that affect the crime rate. First, victimization rates vary greatly among different crimes and among different populations. This is discussed more fully in Benchmark #91. Second, rates of arrest vary according to police initiatives. Occasional "sweeps" of certain illegal activities will produce in-

**Table 24**  
**Rate of Crime Incidents Reported Per 1,000 Population**  
**Multnomah County**  
**1990-1994**

Year	Total Reports/1,000	Crimes Against People	Crimes Against Property	Behavioral Crimes
1990	181.72	30.21	106.18	45.33
1991	183.74	30.04	108.23	45.47
1992	181.29	30.03	109.01	42.25
1993	177.38	29.71	105.03	42.65
1994	185.25	29.89	109.55	45.81

SOURCE: Law Enforcement Data System

creased crime reports. An increased ratio of police to citizens may do the same. Successful community policing may also generate more crime reports, as citizens place greater trust in the police to act on reports.

## The Crime Rate

● The Uniform Crime Reports show that the number of reported crimes increased 9% from 1984 to 1993 in the United States. Violent crimes (38.4%) during that time period increased at a faster pace than property crimes (5.4%). (U.S. Department of Justice, p. 58)

● The Law Enforcement Data System (LEDS) shows that the total crime rate per 1,000 increased from 138.69 to 146.02 in the State of Oregon from 1990 to 1994. Increases in property crimes were largely responsible for the increase in the total crime rate.

● In 1994, Multnomah County had the highest number of reported crimes of any county in Oregon, representing approximately 25% of all crimes reported in the State of Oregon. The population in Multnomah County represented 20% of the state population in 1994.



● Table 24 presents crime rates in Multnomah County from 1990 to 1994. During this period the crime rate rose 1.94%. The rate for crimes against people decreased 1.06%, while property crime rates increased 3.17%. The behavioral crime rate increased 1.06%.

● Variables affecting the reporting of crime rates make it difficult to draw sweeping conclusions about this data. Changes are slight, except in reported property crime increases.

● Property crimes make up the greatest number of crimes in Multnomah County at 59%. Behavioral crimes are second at 25% and crimes against people constitute 16% of the total.

### *How Should This Benchmark Change in the Future?*

The Oregon Progress Board has established the following 2000 year targets by types of crime:

Crimes against persons	12.0
Crimes against property	60.0
Behavioral crimes	35.0

The Multnomah County target for this benchmark will be established in 1996.

## CATEGORIES OF CRIME

**Crimes Against People:** Includes criminal offenses where the victim is present and the act is violent, threatening, or has the potential of being physically harmful. These include:

- Willful murder and non-negligent manslaughter (*Part I*)
- Negligent homicide (*Part I*)
- Forcible rape (*Part I*)
- Other sex crimes (*Part II*)
- Kidnapping (*Part II*)
- Robbery (*Part I*)
- Aggravated assault (*Part I*)
- Simple Assault (*Part II*)

**Crimes Against Property:** Includes offenses that involve taking something of value by theft or deception or destruction of property.

- Burglary (*Part I*)
- Larceny (*Part I*)
- Motor vehicle theft (*Part I*)
- Arson (*Part I*)
- Forgery (*Part II*)
- Fraud (*Part II*)
- Embezzlement (*Part II*)
- Stolen Property Offenses (*Part II*)
- Vandalism (*Part II*)

**Behavioral Crimes:** Includes criminal offenses that violate laws relating to personal conduct, responsibility and public order. Although not necessarily violent, or property offenses in themselves, they may often contribute to other criminal acts.

- Weapons regulation laws (*Part II*)
- Prostitution (*Part II*)
- Drug laws (*Part II*)
- Gambling (*Part II*)
- Crimes against family (*Part II*)
- D.U.I. (driving under the influence of intoxicants) (*Part II*)
- Liquor laws (*Part II*)
- Disorderly conduct (*Part II*)
- All other offenses (*Part II*)
- Juvenile curfew violations (*Part II*)
- Runaway juveniles (*Part II*)
- Traffic crimes (*Part III*)
- Fish and Game violations (*Part III*)
- Marine violations (*Part III*)

More serious crimes are listed as Part I. Less serious crimes are listed as Part II and III.

SOURCE: 1994 Report of Criminal Offenses and Arrests, Law Enforcement Data System, Salem, OR.

# Arrests

**Benchmark #88 Monitor the number of arrests per 1,000 population.**

## *Why It's Important*

Whenever a crime is reported to the police, it is counted as one incident of crime activity. Based upon this information, law enforcement agencies develop a plan to locate and arrest the perpetrator of the crime. Data on arrestees can determine specific patterns. Are juveniles being arrested at a greater rate than adults? Are some racial/ethnic minorities arrested more often than others? These are questions considered in this benchmark.

## *Arrests*

Increases or decreases in the rate of arrests are often affected by law enforcement agency missions. "Missions" are described as concentrated efforts to arrest individuals for certain types of criminal behavior. Typical missions might include arrests for prostitution or drug possession. When a law enforcement agency conducts a mission, the rate of arrests increases.

- Table 25 shows that the rate of arrests per 1,000 population has increased from 54.49 in 1990 to 57.54 in 1994 in Multnomah County.

**Table 25**  
**Rate of Arrests Per 1,000 Population**  
**Multnomah County**  
**1990-1994**

Year	Total Arrests/1,000	Crimes Against People	Crimes Against Property	Behavioral Crimes
1990	54.49	10.50	15.38	28.62
1991	54.88	10.66	15.65	28.57
1992	55.13	10.52	15.84	28.77
1993	55.86	11.25	16.58	28.04
1994	57.54	11.64	17.15	28.76

SOURCE: *Law Enforcement Data System, 1990-1994.*

Increases are seen in arrests for crimes against people and crimes against property. Behavioral crime arrests remain consistent for all five years shown.

- Figure 81 shows the percentage of arrestees in Multnomah County in 1994 according to race/ethnicity. Sixty-two percent of arrestees were white. In comparison, 88% of the population was white according to the 1990 Census. Over one-fifth of arrestees were African-American (21.7%). In contrast,

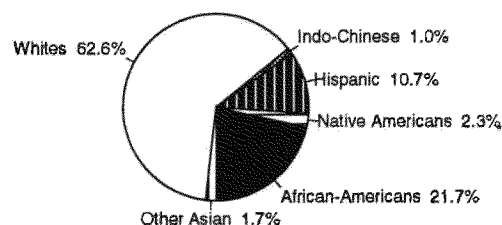
only 6% of Multnomah County residents were African-American in 1990.

- According to the Multnomah County Department of Juvenile Justice Services, total arrests of juveniles increased by 71% from 1988 to 1994. Behavioral crime arrests of juveniles increased by 94%; person and property crime arrests by juveniles both increased over 50%.

- Between 1991 and 1993, white youth and minority youth (other than African-American

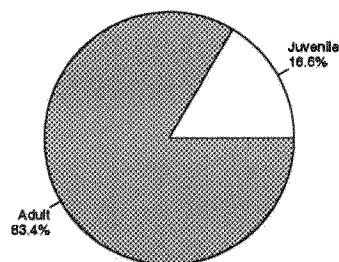


**Figure 81: Percentage of Arrestees  
By Race/Ethnicity  
Multnomah County  
1994**



SOURCE: Law Enforcement Data System, 1994.

**Figure 82: Percentage of Arrestees  
By Age  
City of Portland  
1995**



SOURCE: Portland Police Data System, 1995.

youth) accounted for the largest increase in arrests for person and behavioral crimes. African-American youth accounted for the largest increase in arrests for property crimes.

- In 1992, 36% of juveniles arrested were minority youth. This percentage is greater than the actual percentage of minority juveniles (aged 10-17) distributed in the population which was 24%.

- Data on arrestees are not available for 1995 for Multnomah County. However, the Portland Police Bureau has data available for arrestees in the City of Portland. As seen in Figure 82, 17% of arrestees are juveniles.

### *How Should This Benchmark Change in the Future?*

We do not suggest setting a target for this benchmark, but rather, this benchmark should be monitored. Of particular concern

are the increased percentages for juvenile offenders. The Oregon Progress Board has set a 2000 target for juvenile arrests to 4.3 for crimes against persons, 18.8 for crimes against property, and 20.0 for behavioral crimes.

# Firearm Injuries and Fatalities

**Benchmark #90 Decrease firearm injuries and fatalities rate per 100,000 population.**

## *Why It's Important*

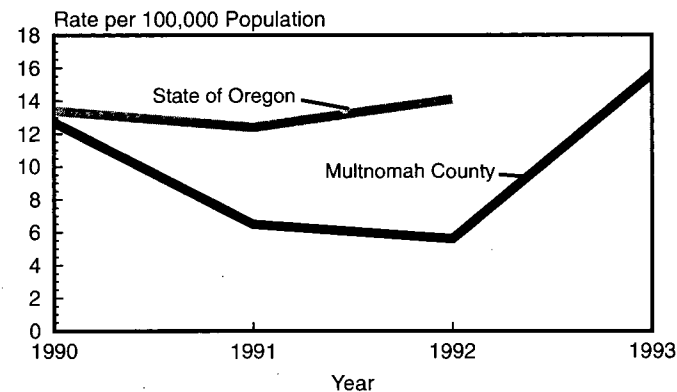
According to the Uniform Crime Reports, 70% of the murders committed in the United States in 1993 were committed by someone using a firearm. Here in Oregon, a little over half of all murders (53%) were committed using a firearm during 1993. The criminal use of firearms is clearly a trend that must be stopped to protect people throughout Multnomah County.

## *Firearm Injuries and Fatalities*

Data on firearm injuries are difficult to obtain. However, we do have reliable data on fatalities through death certificates.

● As seen in Figure 83, the rate at which fatalities occur per 100,000 Multnomah County residents showed a downward trend from 1990 to 1992. However, the rate jumped to 15.6 per 100,000 in 1993. This is nearly three times the rate in 1992 (5.63 per 100,000).

**Figure 83: Rates Per 100,00 of Firearm Fatalities  
Multnomah County, State of Oregon  
1990-1993**

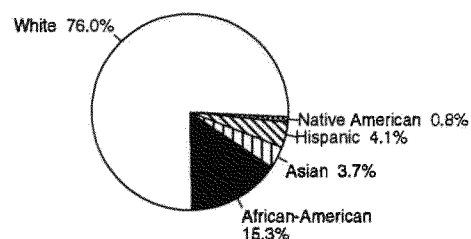


SOURCE: *Death Certificates.*

NOTE: Data are not available for the State of Oregon in 1993.



**Figure 84: Number of Firearm Fatalities by Race/Ethnicity Multnomah County 1990-1993**



SOURCE: Death Certificates.

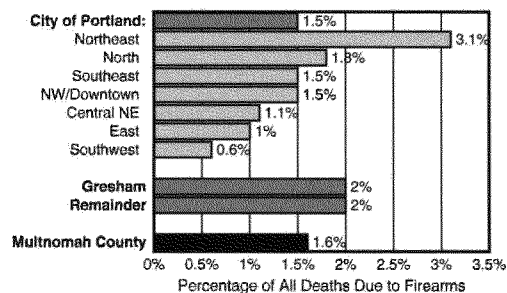
● Between 1990-1993, there was a total of 243 firearm deaths to Multnomah County residents. As seen in Figure 84, 76% of firearm deaths occurred to whites and approximately 15% occurred to African-Americans.

● As seen in Figure 85, the greatest number of people who died because of a firearm lived in the Southeast and Northeast areas of Portland. Southwest Portland has the fewest number of deaths due to firearms.

*How Should This Benchmark Change in the Future?*

The Multnomah County target for this benchmark will be established in 1996.

**Figure 85: Deaths Due to Firearms by Geographic Area Multnomah County, 1990-1993**



SOURCE: Death Certificates.

# Crime Victims

**Benchmark #91 Reduce the number of crime victims per 1,000 population.**

## *Why It's Important*

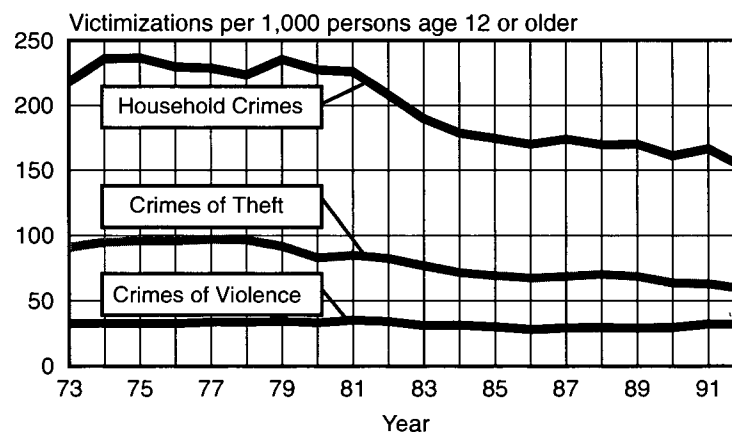
Crimes reported to the police paint only a partial picture of crime activity in a given area, because there are a number of people who choose not to report a crime to police for a variety of reasons.

Is crime increasing or decreasing? Are our efforts to curtail crime effective? The answers to these questions cannot be found by examining just crimes reported to police alone. We need more information about victims and why they choose or do not choose to report a crime to police.

## *Crime Victimization*

According to the *National Crime Victimization Survey* (NCVS), overall crime rates have actually declined or remained stable over the past twenty years (Bureau of Justice Statistics, p. 5). Figure 86 shows that household crimes have showed steady declines. Crimes of violence, however, have remained unchanged over the past twenty years. The number of teenagers involved in violent

**Figure 86: Number of Crime Victims per 1,000 Population by Type of Crime  
United States  
1973-1992**



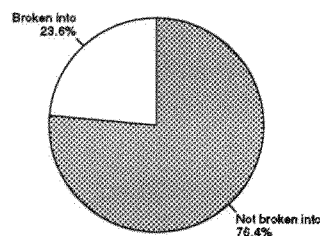
SOURCE: *National Crime Victimization Survey, 1973-1992.*

NOTES: Crimes of violence include rape, robbery, aggravated and simple assaults. Crimes of theft include personal larceny. Household crimes include burglary, larceny, and motor vehicle theft.



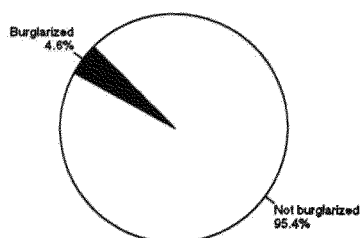


**Figure 87: Percentage of Residents Who Had Their Vehicle Broken Into Multnomah County 1995**



SOURCE: 1995 Portland Multnomah County Citizen Survey.

**Figure 88: Percentage of Residents Who Were Burglarized Multnomah County 1995**



SOURCE: 1995 Portland Multnomah County Citizen Survey.

crimes has grown while rates for older people have actually declined.

- According to the National Crime Victimization Survey (NCVS), about one-third of all crimes in the United States are reported to police; half of violent crimes are reported.

- In Oregon, 28% of Oregonians were victims of crime between July 1, 1993 and June 30, 1994. According to the 1994 *Oregon Serious Crime Survey* (OSCS), most were victims of a property crime. Only 3% of those surveyed were victims of a crime against people.

- Victimization rates for all crimes committed in Multnomah County are not available. However, the *Citizen Survey* does ask respondents if they had a vehicle broken into or if they were burglarized. As Figure 87 shows, approximately 24% of Multnomah County residents claim to have had their car broken into.

- Are vehicle break-ins reported? According to the *Citizen Survey*, over 40% are *not* reported. This is surprising given the fact that break-ins must be reported to the police before a victim can collect insurance.

- Nearly 5% of residents said they were burglarized within the last year as seen in Figure 88. This percentage declined since

last year when 7% said they were burglarized in Multnomah County. Nearly 70% of burglaries were reported to the police.

### *How Should This Benchmark Change in the Future?*

Without data available for Multnomah County, it is difficult to suggest a target for this benchmark. The City of Portland established a target of less than 10% for burglaries in 1990. This target was reached in 1991 and continues to decline each year, but this target is established for only one crime.

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Alcohol or Drug Abuse

---

## **Benchmark #92 Reduce the percentage of adults who use illegal drugs or abuse alcohol.**

### *Why It's Important*

Drug or alcohol abuse affects every organ of the body and is associated with a variety of diseases, including cancer, heart, and liver disease. However, individuals who use illegal drugs or abuse alcohol are not the only ones affected by their unhealthy behavior. Drug or alcohol abuse is associated with fires, crimes, drownings, rape, school failure, child abuse, injury, violence, lost productivity, and so forth. (Center for Substance Abuse Prevention, p. 9) Clearly, this is an issue that has far reaching implications. Reducing the percentage of adults who use illegal drugs or abuse alcohol could reduce or eliminate many social ills while improving the health and extending the lives of individuals.

### *Drug or Alcohol Abuse*

Consider these facts:

- "Roughly 25% of all injuries are alcohol-related. A heavy drinker increases his or her risk of being burned by a factor of 10 and dying in a fall by a factor of 16. Firearms

and alcohol are another dangerous, often fatal, combination". (Center for Substance Abuse Prevention, p. 14)

- "Twenty-five to 40% of all Americans in general hospital beds are there for treatment of complications of alcoholism." (p. 14)

- "Alcohol-related injuries alone cost an estimated \$47 billion annually. This is \$188 a year for every man, woman, and child in the country. It represents over \$5 million every single minute..." (p. 14)

The Oregon Health Division conducts a telephone survey of individuals throughout the State of Oregon and assesses their risk for certain health conditions. This survey, the *Behavioral Risk Factor Survey*, assesses who is at risk for alcohol abuse. Data from this survey are not available at the present time but will be in the future.

- As stated above, alcohol or drug abuse is often associated with crime. Figure 89 shows the condition of arrestees in Multnomah County who are tested for illegal drugs after being booked into jail. For each year shown, over 60% of arrestees test positive for illegal drugs. In first quarter '93, nearly three-fourths (73%) of arrestees were tested as positive for illegal drugs.

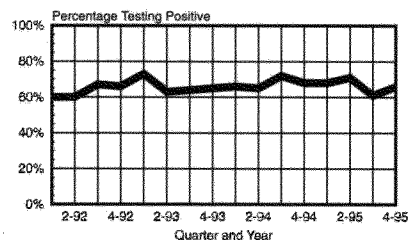
- In fourth quarter 1995, a total of 66% of arrestees tested positive for illegal drugs. A greater percentage of females (71%) tested positive when compared to males (63%). Figure 90 shows that 46% of females tested positive for cocaine. In comparison, only 27% of men tested positive for cocaine. However, men (31%) tend to use multiple drugs at a greater percentage than women (23%).

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

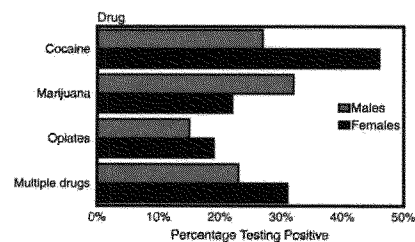


**Figure 89: Percentage of Arrestees Testing Positive for Illegal Drugs, Multnomah County 1992-1995**



SOURCE: 1992-1995, *National Drug Use Forecast Program*.

**Figure 90: Percentage of Male/Female Arrestees Testing Positive for Illegal Drugs Multnomah County Fourth Quarter '95**



SOURCE: *National Drug Use Forecast Program*.

# Recidivism Rate

**Benchmark #93 Decrease the percentage of convicted felons who are reconvicted for new felonies within three years of completing their court imposed sanction.**

## Why It's Important

Recidivism: n. a tendency to relapse into a previous condition or mode of behavior, especially relapse into criminal behavior. Individuals who repeatedly return to prison for criminal behavior place a drain on government resources. According to the Oregon Department of Corrections, it costs \$19,611 a year to house a prisoner in the state prison system.

This benchmark measures the percentage of parolees who return to prison within three years. Returning to prison soon after incarceration suggests that parolees may have trouble changing their criminal behavior. An increase in the percentages of parolees who return to prison suggest that the community should reevaluate efforts to help parolees bridge the gap between prison and the outside world.

## Percentage Returned to Prison

The Oregon Department of Corrections has data on the number of parolees returned to prison within three years. The reason for return includes parole violations as well as new convictions.

Corrections data are based upon a release cohort. A release cohort is defined as comprising all individuals who were committed to prison for the first time during the present custody cycle and who were released to parole or post prison supervision (PPS) status during the six-month period.

● For those prisoners released by the end of 1991, 43% were returned within three years. Of those released the first half of 1992, 31.8% were

**Figure 91: Percentage of Parolees Released Who Are Returned to Prison Within Three Years Multnomah County, July-December, 1992**

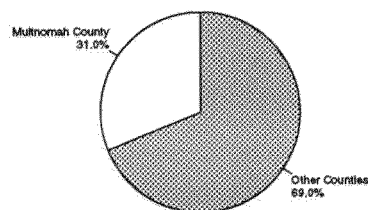
36 Months -	35.3%
33 Months -	33.0%
30 Months -	31.6%
27 Months -	30.4%
24 Months -	28.3%
21 Months -	25.7%
18 Months -	23.7%
15 Months -	21.3%
12 Months -	18.1%
9 Months -	12.1%
6 Months -	6.2%
3 Months -	2.3%

SOURCE: Corrections Information System.

NOTES: In 1995, parolees released in December 1992 will have been out of prison for three years. The percentages are cumulative.

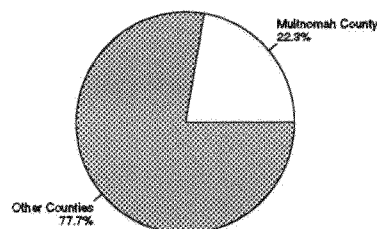


**Figure 92: Percentage of Parolees Released, Multnomah County July-December 1991**



SOURCE: Corrections Information System.

**Figure 93: Percentage of Parolees Released, Multnomah County January-June 1995**



SOURCE: Corrections Information System.

returned within three years, indicating a decline. However, the percentage increases to 35.3% for prisoners released to Multnomah County between July-December, 1992 (see Figure 91).

● Figure 91 shows that approximately 18% of 1992 prisoners released to Multnomah County returned within one year of incarceration, 28.3% returned within two years, and 35.3% returned within three years.

Increases or decreases in the percentages returned to prison are not always caused by criminal behavior but are often affected by changes in government policy. The percentages returned to prison for parole violations or new convictions declined in 1993 and 1994. This was a result of guidelines established by the Oregon Department of Corrections. In essence, the state encouraged local jurisdictions to use other sanctions for parole violations. These might include time spent in county jails or community service in lieu of state prison incarceration.

The percentages of parolees returned to prison increased in early 1995. This may have been caused by the passage of Measure 11. One explanation posed by the Oregon Department of Corrections is that parole and probation officers (PPOs) interpreted the passage of the measure as a mandate from

the public to get tougher with criminals. Therefore, PPOs were more aggressive in their policies to return parole offenders to prison. Some counties, like Multnomah County, tend to be more aggressive in their probation policies compared to other counties in Oregon.

● Figures 92-93 show the percentages of Multnomah County releases compared to the state as a whole. As Figure 92 shows approximately 31% of all state releases were released to Multnomah County in 1991. By 1995, a smaller percentage of state releases (22.3%) were released to Multnomah County.

### *How Should This Benchmark Change in the Future?*

The Oregon Progress Board has established a target of 20% by the year 2000. As Figure 91 shows, 35% of the July-December, 1992 cohort returned to prison within three years. Therefore, more efforts must be made to bring down the percentages in Multnomah County in order to meet the statewide goal.

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Diversion Programs

**Benchmark #94 Reduce the percentage of diverted offenders who commit the same type of offense within one year after completing the diversion program.**

## Why It's Important

Diversion programs and deferred sentencing programs offer an alternative to incarceration. For less serious crimes, such as possession of an illegal drug, diversion programs offer a form of treating the addiction. For domestic violence, deferred sentencing programs provide opportunities for offenders to understand their crime and to learn how to change their behavior. This benchmark measures the effect of diversion programs and deferred sentencing programs in Multnomah County.

## Drug Diversion

The S.T.O.P. Program (Sanction-Treatment-Opportunity-Progress) is a drug diversion program aimed at reducing substance abuse and related criminal activity. S.T.O.P. was started in 1991 through a collaboration between Multnomah County Circuit Courts, the District Attorney, Multnomah County Community Corrections, the Metropolitan

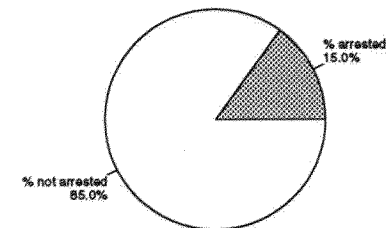
Public Defender, the Mayor and the City Council of Portland, and Governor Barbara Roberts.

Under the S.T.O.P. Program, offenders who are arrested for drug possession are offered the chance to participate in the 12-month program in lieu of a trial before pleading their case. Upon successfully completing the program, criminal charges are dismissed with prejudice. Those offenders who do not enter the program most often are left with a felony criminal conviction on their records.

S.T.O.P. uses a multifaceted approach to treating drug addiction. The program provides drug education, group counseling, acupuncture, and random urinalysis. In some cases, community service, a GED requirement, job training, and the obligation to seek and maintain gainful employment are also required. In addition, offenders are required to appear before the Court every thirty days. Treatment providers submit written reports on offenders prior to the court hearings.

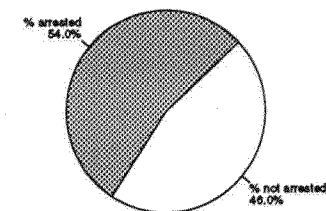
● Between July 1992 and March 31, 1994, approximately 54% of clients entering the S.T.O.P. Program successfully completed the program. A total of 571 clients left the program during that time period.

**Figure 94: Percentage Arrested After One Year of Successfully Completing the S.T.O.P. Program, Multnomah County July 1992-March 1994**



SOURCE: Corrections Population Management System.

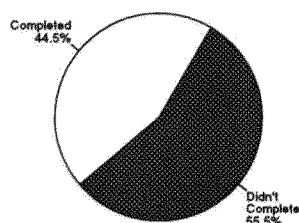
**Figure 95: Percentage Arrested After One Year of Unsuccessfully Completing the S.T.O.P. Program Multnomah County April 1994**



SOURCE: Corrections Population Management System.



**Figure 96: Percentage Completing  
the DVDSP  
Multnomah County  
October 1993-September 1995**



SOURCE: *Corrections Population Management System.*

● In April 1994, a sample of S.T.O.P. cases were reviewed for post-program recidivism. Of those offenders who completed the program, 15% were arrested within one year (see Figure 94). In contrast, of those who started but were unsuccessful in completing the program, 54% were arrested within one year (see Figure 95).

### *Domestic Violence Deferred Sentencing Program (DVDSP)*

Multnomah County's Domestic Violence Deferred Sentencing Program (DVDSP) began in 1993. Deferred sentencing is similar to diversion with the exception that offenders must plead guilty before being referred to the program.

Under the Domestic Violence Deferred Sentencing Program, offenders are monitored and supervised for treatment compliance. They are also engaged in training courses on domestic violence and receive group counseling. In addition, the program refers offenders to other services and makes regular reports to the Court. The program lasts from six to nine months, depending on the case.

● Between October 1, 1993 and September 30, 1995, there were 582 offenders entering the program. Of this number, 44.5% completed the program as seen in Figure 96. Unfortunately, no figures on recidivism after leaving the program one year are available.

### *How Should This Benchmark Change in the Future?*

Without better data, it is difficult to assess the long-term effects of either program. The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Emergency Preparedness

**Benchmark #95 Increase the percentage of residences, institutions, businesses, and tourist facilities with operating procedures in place to adequately sustain the populace in an emergency situation for at least 72 hours.**

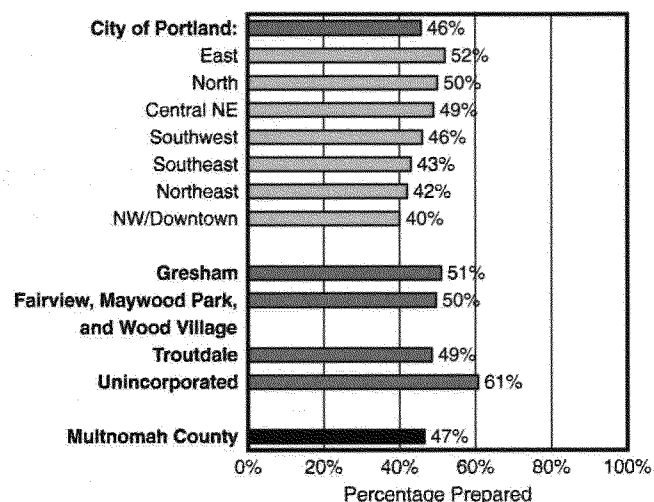
## Why It's Important

It is important that residents be prepared to sustain themselves for 72 hours after a disaster so they can be more responsible for their own safety. At the time of a disaster, all emergency personnel will be involved in the large scale response efforts. Those in less critical need should be capable of caring for themselves, their family, and their immediate neighbors. Every gathering place, whether it be an institution, small business or tourist facility, should educate its patrons about the emergency plan for its facility. Moreover, each entity has different situations and different training needs that should be considered in educating patrons.

## Emergency Preparedness

At present, there are no data available for measuring the preparedness of institutions,

**Figure 97: Percentage of People Who Are Prepared for a Disaster  
Multnomah County  
1995**



SOURCE: 1995 Portland Multnomah County Citizen Survey.





businesses, and tourist facilities. However, data are available for individuals.

- Multnomah County residents, surveyed on the *Citizen Survey*, were asked if they were prepared to sustain themselves for 72 hours after a major disaster. In total, less than half (47%) said they could. The majority said they could not. Of those who were not prepared, only 52% said they knew how to get prepared.

- Figure 97 shows differences in the percentages who can sustain themselves by geographic area. More residents in the unincorporated area of Multnomah County (61%) said they could sustain themselves than any other area. Residents in NW\ Downtown were the least prepared (40%).

- Having a college education does not prepare residents for a disaster. Among all groups, those with a college education were the least prepared for a disaster.

- Males (55%) claim to be more prepared for a disaster than females (38%). This suggests that education efforts should be targeted toward females.

- By far, whites (47%) are more prepared than other race/ethnic groups. Again, education efforts should target race/ethnic

groups. The Portland Fire Bureau, for instance, has written material available in nine languages.

### *How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.

# Emergency Plans and Response Procedures

---

***Benchmark #97 Increase the percentage of public agencies with emergency plans and emergency response procedures in place that are regularly exercised and updated consistent with guidelines provided by the National Fire Protection Agency 1600 Recommended Practice for Disaster Management - 1995 edition.***

## ***Why It's Important***

Disasters are often unexpected and difficult to anticipate. Planning for a disaster helps to minimize confusion and panic at a time when many residents are coping with the suddenness of the disaster. By developing a disaster plan, each organization can minimize damages and protect the lives of those affected by the disaster.

## ***National Fire Protection Agency***

The National Fire Protection Agency (NFPA) provides guidelines for public agencies and private organizations to use in developing disaster plans. According to NFPA, a disaster plan should be a written document with a

policy statement and organization roles and responsibilities clearly identified. NFPA also suggests that a Disaster Management Committee be formed within an organization and that a Coordinator be selected "... to develop, implement, and administer the disaster management program." (NFPA, p. 5)

The Portland Office of Emergency Management is in the process of conducting a survey to determine the percentage of organizations with a disaster plan in place. This survey is conducted through the Portland Fire Bureau's Prevention Division Inspectors. The Inspectors are giving a survey to each business they inspect or contact during a month's time. The survey asks for the following information:

- Do you have a written emergency plan?
- What information do you have on the plan development?
- Please identify the business name, address, contact name, type of business, number of employees, and building classification.

The information gathered from the survey will help in determining a baseline of business and industry preparedness within the City of Portland. In addition, the information will be used in developing an education plan on emergency preparedness.

## ***How Should This Benchmark Change in the Future?***

Until the results of the survey are analyzed, it is impossible to set a target for the future. The Multnomah County target for this benchmark will be established in 1996.



## COLLABORATION

### Regional Emergency Management Group

After meeting informally for several years, in 1994, jurisdictions in the Portland metropolitan area formalized an emergency management committee to discuss issues of mutual interest.

The Regional Emergency Management Group (REMG) was created by an intergovernmental agreement among counties, cities, and Metro, and is composed of elected officials and emergency managers for participating jurisdictions. The Intergovernmental Agreement includes a work plan identifying 21 elements that have regional relevance to emergency managers, one of which is public education in mitigation, preparedness,

response, and recovery during a disaster. The group agreed that the emergency preparedness benchmarks would be valid and valuable to all of their respective jurisdictions and would show the impact of educational efforts.

Represented entities are Clackamas, Columbia, Multnomah, and Washington Counties; the Cities of Beaverton, Fairview, Gladstone, Gresham, Oregon City, Portland, Troutdale, Tualatin, Wood Village; and Metro, Molalla RFPD, Multnomah RFPD, Tualatin Valley Fire & Rescue, and the American Red Cross.

# Matrix Releases

**Benchmark #105 Reduce the number of inmate releases that are matrix released.**

## *Why It's Important*

In 1986, a federal court order required the Multnomah County Sheriff to maintain a jail population within established caps for two of its jails. A census is taken of county jails at 4 a.m. each morning to determine whether the inmate population exceeds these counts. If the counts are exceeded, some inmates are released early (matrix released) before they go to arraignment, trial, or complete their sentences if already convicted.

Inmates are selected to be released based upon a matrix score. This score is calculated according to the seriousness of the crime and whether the inmate exhibits violent behavior. In addition, consideration is given for custody status, disciplinary status, criminal history, and charge characteristics.

This benchmark measures the number of inmates who are released early because of space requirements. It is important because it determines the extent to which Multnomah County Jails are overcrowded, and measures the extent to which arrestees, who would otherwise remain incarcerated, are set free.

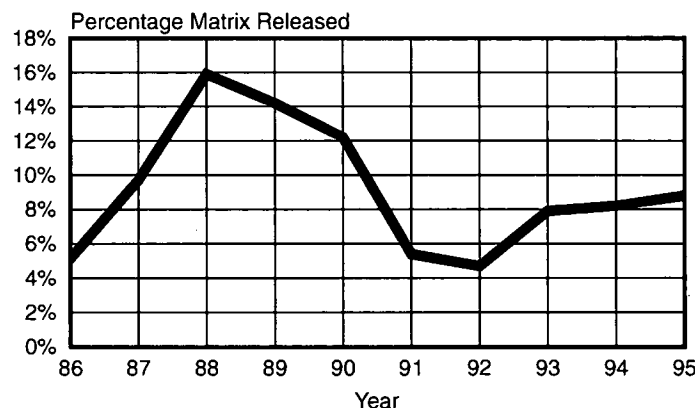
## *Matrix Releases*

Multnomah County has five correctional facilities to house the custody population. The largest and newest jail for adults is Inverness located in mid-Multnomah County with a jail bed capacity of 604. In total, Multnomah County had 1,461 jail beds in 1995. This is 2.5 times the number of jail

beds in 1982 (see Figure 99). However, the number of jail beds has not increased significantly over the past five years, even though the number of bookings increased from 28,700 in 1991 to 42,300 in 1995.

● Figure 98 shows the percentage of inmates who are released from jail because of matrixing. The percentage peaked at 15.9%

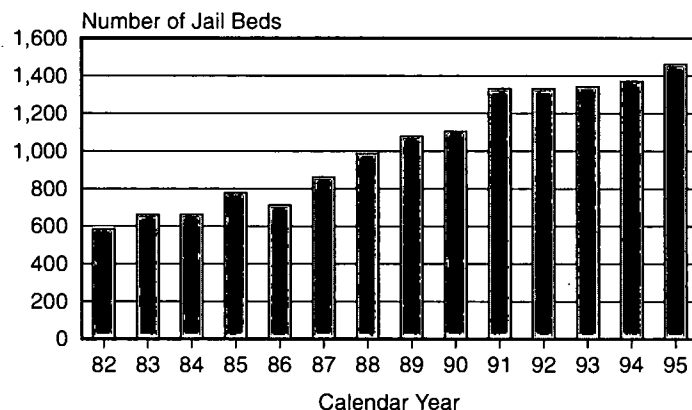
**Figure 98: Percentage of Inmate Releases That Are Matrix Released  
Multnomah County  
1986-1995**



SOURCE: Corrections Population Management System.



**Figure 99: Number of Jail Beds  
Multnomah County  
1982-1995**



SOURCE: *Corrections Population Management System.*

in 1988 and dropped to its lowest point in 1992 (4.7%). In 1995, the percentage matrixed was 8.8%. Approximately 10 inmates were matrix released each day in 1995.

Multnomah County's matrix system has received attention from other jurisdictions with similar overcrowded jail conditions. Even though the matrix system did not originate here, Multnomah County was one of the first to use this system in the country. The county has received hundreds of requests for information about the system from across the United States.

*How Should This Benchmark Change in the Future?*

The Portland Multnomah Progress Board will study additional data relating to this benchmark before a target is set.





# B

ENCHMARKS...

PROGRESS MEASURED ONE STEP AT A TIME

# 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 healthcare 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.

## *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.



# Community Goals

---

## *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.

# 1996 Listing of Benchmarks

---

As the work of the Portland Multnomah Progress Board has evolved, benchmarks have been added and deleted. We have tried to maintain the original numbering system for consistency and continuity for those who work with the benchmarks over time. Following is a complete listing of the benchmarks by number, worded for the 1996 report, with the cluster in which the benchmark appears in this report in parentheses.

- |  |   |   |
|--|---|---|
| <b>#1</b> Increase per capita income ( <i>Economy</i> )  | <b>#11</b> Decrease the number of small businesses that fail ( <i>Economy</i> )   | <b>#19</b> Increase the percentage of government permits issued within the target time period or less including business licenses, building permits, water, plumbing/electrical/heating & ventilation, and conditional use/zoning/variances ( <i>Governance</i> ) |
| <b>#3</b> Increase average annual payroll ( <i>Economy</i> )   | <b>#12</b> Monitor the total employee time actually used for on-the-job training ( <i>Economy</i> )   | <b>#20</b> Monitor the percentage and number of industrial site acreage identified in comprehensive plans that is actually suitable for development ( <i>Quality of Life</i> )  |
| <b>#6</b> Increase the percentage of people with incomes above the federal poverty level ( <i>Economy</i> )                              | <b>#13</b> Increase the percentage of 25-year-olds and older who have completed a certificate or diploma from any post-secondary training or educational program ( <i>Education</i> ) | <b>#21</b> Decrease total taxes per capita ( <i>Governance</i> )  |
| <b>#7</b> Increase total employment ( <i>Economy</i> )   | <b>#14</b> Increase the percentage of employers who provide more than 20 hours of training per employee per year ( <i>Economy</i> )   | <b>#23</b> Decrease the percentage of federal, state, and local business taxes and fees per dollar of business income ( <i>Governance</i> )   |
| <b>#8</b> Decrease the unemployment rate ( <i>Economy</i> )  | <b>#15</b> Increase the percentage of students who earn a Certificate of Advanced Mastery ( <i>Education</i> )  | <b>#24</b> Monitor the real per capita capital outlays for public infrastructure ( <i>Governance</i> )  |
| <b>#9</b> Increase the percentage of income from goods and services sold outside of the United States ( <i>Economy</i> )                 | <b>#16</b> Increase the number of areas over 1 million population served by non-stop flights to and from Portland International Airport ( <i>Economy</i> )                            | <b>#25</b> Increase the percentage of children entering kindergarten meeting specific development standards for their age ( <i>Education</i> )  |
| <b>#10</b> Increase the percentage of income from goods and services sold outside of the Portland Metropolitan region ( <i>Economy</i> ) | <b>#18</b> Monitor the Portland transpacific container export rates compared to those in Puget Sound (percent greater or less than) ( <i>Economy</i> )                                |   |

# 1996 Listing of Benchmarks

---

- |  |   |   |
|--|---|---|
| #26 Reduce the pregnancy rate per 1,000 females ages 10-17 ( <i>Children &amp; Families</i> )  | #38 Increase the high school completion rate ( <i>Education</i> )   | #57 Monitor the number of park acres and protected green space per 1,000 residents ( <i>Quality of Life</i> )   |
| #27 Increase the percentage of healthy birthweight babies ( <i>Children &amp; Families</i> )   | #43 Increase the percentage of adults who possess English literacy in prose, documents, and quantitative areas; literacy in a language other than English; and literacy in the use of a computer ( <i>Education</i> ) | #58 Increase the percentage of homeowners and renters below median income spending less than 30% of their household income on housing ( <i>Quality of Life</i> )  |
| #28 Increase the percentage of infants whose mothers did not use the following: illicit drugs, alcohol, and/or tobacco during pregnancy ( <i>Children &amp; Families</i> ) | #44 Increase the percentage of people who have access to basic healthcare ( <i>Children &amp; Families</i> )  | #60 Increase the percentage of the population that lives within one-half mile walk of all of the following: park/open space, transit service, elementary service, neighborhood commercial node, and bike paths ( <i>Quality of Life</i> ) |
| #29 Increase the percentage of two-year-olds who are adequately immunized ( <i>Children &amp; Families</i> )   | #46 Increase the percentage of people with early diagnosis of HIV ( <i>Children &amp; Families</i> )  | #61 Increase the percentage of people who rate their neighborhood livability high ( <i>Quality of Life</i> )  |
| #31 Decrease the percentage of people who are homeless ( <i>Quality of Life</i> )  | #47 Increase the percentage of mentally ill people who are self-sufficient ( <i>Children &amp; Families</i> )   | #62 Increase the percentage of people who commute fewer than 30 minutes one-way between home and work ( <i>Quality of Life</i> )  |
| #32 Increase the percentage of child care facilities which meet established basic standards ( <i>Children &amp; Families</i> )   | #53 Increase the percentage of disabled people who are self-sufficient ( <i>Children &amp; Families</i> )   | #63 Increase the percentage of people who commute to and from work using public transportation ( <i>Quality of Life</i> )   |
| #34 Increase the percentage of students not involved with alcohol, illicit drugs, and/or tobacco ( <i>Children &amp; Families</i> )  | #56 Increase the percentage of elderly living in the least restrictive setting, either in their own home or in an alternative home setting ( <i>Children &amp; Families</i> )   | #65 Increase the percentage of surfaces where there is little or no graffiti ( <i>Quality of Life</i> )   |
| #37 Increase the percentage of students who achieve at the "proficient" or "advanced" level in each subject area tested ( <i>Education</i> )                               |   |   |

# 1996 Listing of Benchmarks

- 
- |   |   |   |
|---|---|---|
| #66 Increase the number of days per year the community meets government ambient air quality standards ( <i>Quality of Life</i> )                                | #74 Increase the percentage of registered citizens over 18 who vote ( <i>Governance</i> )   | results, incorporate them into budget and/or planning processes, and collect supporting data ( <i>Governance</i> )                |
| #67 Decrease the carbon dioxide emissions as a percentage of 1990 emissions ( <i>Quality of Life</i> )  | #75 Increase the annual per capita public and private financial support of the arts in Multnomah County ( <i>Quality of Life</i> )  | #81 Improve general obligation bond ratings for local government entities ( <i>Governance</i> )                                   |
| #68 Increase the percentage of samples per year the community's rivers and streams meet government in-stream water quality standards ( <i>Quality of Life</i> ) | #76 Increase the percentage of people who feel local government is doing a good job at providing services ( <i>Governance</i> )   | #82 Monitor the per capita dollars spent for local government services ( <i>Governance</i> )                                      |
| #69 Decrease annual water usage per capita ( <i>Quality of Life</i> )   | #77 Increase the percentage of volunteers in a governmental advisory capacity who are satisfied that their recommendations were carefully and respectfully considered and who are satisfied with their experience ( <i>Governance</i> ) | #84 Increase the percentage of people who feel safe walking alone in their neighborhood ( <i>Public Safety</i> )                  |
| #70 Decrease the number of energy units used per capita ( <i>Quality of Life</i> )  | #78 Increase the percentage of people over 18 who volunteer at least 50 hours of their time per year to civic, community, church, or non-profit activities ( <i>Governance</i> )  | #85 Monitor the reported number of crimes against people or property motivated by prejudice ( <i>Public Safety</i> )              |
| #71 Decrease the pounds of solid waste landfilled per capita per year ( <i>Quality of Life</i> )  | #79 Increase the percentage of government organizations that use measurable results, incorporate them into budget and/or planning processes, and collect supporting data ( <i>Governance</i> )  | #86A Monitor the reported number of children abused and neglected per 1,000 children under the age of 18 ( <i>Public Safety</i> ) |
| #72 Monitor the percentage of Portland Metropolitan area population growth since 1990 occurring within the City of Portland ( <i>Quality of Life</i> )          | #80 Increase the percentage of community organizations that use measurable  | #86B Monitor the reported incidents of spouses or domestic associates abused per 1,000 people ( <i>Public Safety</i> )            |
| #73 Increase the percentage of total jobs in the Portland Metropolitan area located in downtown Portland ( <i>Quality of Life</i> )                             |   | #86C Monitor the reported incidents of elderly abused per 1,000 elders ( <i>Public Safety</i> )                                   |
-

# 1996 Listing of Benchmarks

---

- |   |  |
|---|--|
| #87 Monitor the reported number of crimes per 1,000 population ( <i>Public Safety</i> )   | lace in an emergency situation for at least 72 hours ( <i>Public Safety</i> )  |
| #88 Monitor the number of arrests per 1,000 population ( <i>Public Safety</i> )   | #97 Increase the percentage of public agencies with emergency plans and emergency response procedures in place that are regularly exercised and updated consistent with guidelines provided by the National Fire Protection Agency 1600 Recommended Practice for Disaster Management - 1995 edition ( <i>Public Safety</i> ) |
| #90 Decrease firearm injuries and fatalities rate per 100,000 population ( <i>Public Safety</i> )   |  |
| #91 Reduce the number of crime victims per 1,000 population ( <i>Public Safety</i> )  |  |
| #92 Reduce the percentage of adults who use illegal drugs or abuse alcohol ( <i>Public Safety</i> )   | #103 Monitor the percentage of average household income per capita spent on property taxes ( <i>Governance</i> )   |
| #93 Decrease the percentage of convicted felons who are reconvicted for new felonies within three years of completing their court imposed sanction ( <i>Public Safety</i> ) | #104 Increase the percentage of people who rate their streets acceptably clean ( <i>Quality of Life</i> )  |
| #94 Reduce the percentage of diverted offenders who commit the same type of offense within one year after completing the diversion program ( <i>Public Safety</i> )         | #105 Reduce the number of inmate releases that are matrix released ( <i>Public Safety</i> )  |
| #95 Increase the percentage of residences, institutions, businesses, and tourist facilities with operating procedures in place to adequately sustain the popu-              |  |

# 1996 Benchmark Award Winners

---

## *Category: Organizational Planning and Budgeting*

### **Walsh Construction Co. Business**

A strategic Total Quality Management Plan with reference to employee training, efficiency, and customer service.

### **Junior Achievement - Columbia Empire, Inc.**

Small Non-Profit

Plan that displays every aspect of good TQM from vision to outcome measures. A concise plan that is simple and strategic, a great model for young entrepreneurs.

### **Legacy Health System**

Large Non-Profit

"Social accountability" program that uses the Portland Multnomah Benchmarks and prevention/wellness concepts to design health delivery services to the community.

## *Category: Collaboration and Results*

### **CARES Northwest Program & the Multnomah County Family Support Program**

Non-Profit

A collaboration of Kaiser Permanente, Legacy Emanuel Children's Hospital, and Oregon Health Sciences University - Doernbecher's Children's Hospital was formed to evaluate and refer child abuse victims for proper treatment. The program serves approximately 75 children per month.

### **Neighborhood Health Clinics, Inc.**

Non-Profit

An initiative to immunize children against preventable diseases, this is a collaboration of Multnomah County Health Department, Kaiser Permanente, Albina Ministerial Alliance, King Community Center, Albina Headstart, and schools. Uses diverse grassroots resources from schools to grocery stores and laundromats to distribute information about child immunization. "First Saturday" clinics provided 242 children and adults with immunizations in its first six months.

## *Category: Results*

### **Unlimited Choices, Inc.**

Non-Profit

Designs and funds retrofitting of housing units for disabled and elderly people. Has worked mostly in Gresham and East County, but will now begin work in Portland. In under three years, eighty units have been renovated, with commitments from landlords to perpetuate their use by disabled people.

### **Urban League of Portland**

Non-Profit

Evolving use of benchmarks and outcomes in management of all programs. Links to 41 benchmarks. Its computer training program places eighty percent of graduates in jobs.

---

*Category: Superior Overall  
Performance*

**Multnomah County**  
Government

Benchmarks fully integrated into the planning, management, and budgeting process and documents. Emphasis on benchmark data collection, status reporting, and results. Multnomah County Health Department increase in child immunization rates of clinic populations shows results: from 52% in 1994 to 92% in 1995.

**Portland City Auditor**  
Government

Portland's Service, Efforts, and Accomplishments Report (SEA) was one of the first such documents in the nation. Derived from an annual citizen survey (now done cooperatively with Multnomah County Auditor), performance audits, and comparisons with other cities. Constantly refined since 1990, the SEA remains the national model.

Information and understanding come to us from many “partners”.

The 1996 Annual Report of the Portland Multnomah Progress Board is truly a collaboration of partners at all levels of government and the private sector. We gather data wherever we can find it, and we are constantly gratified at the willingness of data collectors to share their information and insights with us. Many of our “data partners” are pleased to share their full databases with us, and are open to our performing analyses on their data. Our efforts to coordinate data collection and analysis have been rewarded by the network we have established.

Staff within the City of Portland and Multnomah County are our strongest partners. They have spent many hours sharing and explaining their information and programs to us and helping us understand what it all means. Benchmarking is new to all of us, and the patience and commitment to our program shown by these very busy and dedicated staff are the strength of our report. However, the Progress Board accepts full responsibility for any errors or misrepresentations in this document.

From among the many Multnomah County staffers who have helped with our work, we would like to especially thank the following:

**Kelly Bacon**, District Attorney's Office  
**Gary Blackmer**, Auditor's Office  
**Jim Carlson**, Budget and Quality Office  
**Barry Crook**, Budget and Quality Office  
**Linda Doyle**, Health Department  
**Vicki Ervin**, Elections Division  
**Betty Glantz**, Aging Services Division  
**Jeanne Gould**, Health Department  
**Cary Harkaway**, Department of Community Corrections  
**Linda Jaramillo**, Health Department  
**John Legry**, Citizens Involvement Committee  
**Loriann McNeill**, Aging Services Division  
**Gary Oxman, M.D.**, Health Department  
**Chiquita Rollins**, Community & Family Services  
**Barbara Simon**, Sheriff's Office  
**Jeanette Tudor**, Health Department  
**Carol Wire**, Commission on Children and Families  
**Bill Wood**, Sheriff's Office

From among the many City of Portland staffers who have helped with our work, we would like to especially thank the following:

**Steve Beedle**, Portland Police Bureau

**Carol Ford**, Office of Finance and Administration

**Debbie Galardi**, Mayor's Office

**Tim Grewe**, Office of Finance and Administration

**Ellen Jean**, Auditor's Office

**Christopher Juniper**, Portland Development Commission

**Dianne Linn**, Office of Neighborhood Association

**Dennis Nelson**, Bureau of Licenses

**Patty Reuter**, Fire Department

**Dick Tracy**, Auditor's Office

**Rosie Williams**, Portland Development Commission

Our other government partners have also contributed greatly to our report. From among the many of them we would like to especially thank the following:

**Carol Ambruso**, Tri-Met

**Bill Beck**, Portland Public Schools

**George Boyles**, Children's Service's Division

**Michael Dillon**, Mt. Hood Community College

**Scott Drumm**, Port of Portland

**Linda Duke**, Oregon Health Division

**Lorraine Duncan**, Oregon Health Division

**John Fregonese**, Metro

**Clinton Goff**, State Alcohol and Drug Program



# Partners

---

**Joyce Grant-Worley**, Oregon Health Division

**Tim Houchen**, Oregon Progress Board

**George Hough**, Center for Population Research and Census

**Lydia Hudsick**, Port of Portland

**Randy Ireson**, Oregon Department of Corrections

**Steve Johnson**, Portland State University, Center for Urban Studies

**Rebecca Landau**, Oregon Health Division

**Deirdre Molander**, Oregon Progress Board

**Barbara Pizacani**, Oregon Health Division

**Jennie Portis**, Northeast Workforce Center

**Cam Preus-Braly**, Oregon Workforce Quality Council

**Tony Rainey**, Gresham Budget & Benchmarks Office

**Jim Raleigh**, Tax Supervising & Conservation Commission

**Tim Reddington**, Gresham Budget & Benchmarks Office

**Connie Revell**, Oregon Option

**Suzanne Riles**, Portland Public Schools

**Ethan Seltzer**, Portland State University, Institute on Metro Studies

**Chuck Sigmund**, Oregon Health Plan

**Gary Sincich**, Regional Economist, Oregon Employment Department

**Steve Slater**, Oregon Department of Education

**Ray Spooner**, Law Enforcement Data System

**David Swanson**, Center for Population Research and Census

**Jeff Tryens**, Oregon Progress Board

**Kanhaiya Vaidya**, State Demographer

**Paul Warner**, Oregon State Economist

**Steve Wilhite**, Oregon Criminal Justice Commission

**Courtney Wilton**, Tax Supervising & Conservation Commission

**Dennis Yee**, Metro

The non-profit community has welcomed our data gathering efforts. We look forward to working more closely with them in the future. We would like to especially thank:

**Swati Adarkar**, Children First for Oregon

**Dennis Cole**, Private Industry Council/

Regional Workforce Quality Committee

**Karen Crandal**, CCI Enterprise, Inc.

**Gary Dombroff**, Children First for Oregon

**Matt Evans**, Oregon Tax Research

**Karen Gorton**, MCC & RR

**Casey Jones**, Association for Portland Progress

**Pat Nehl**, The Boys and Girls Aid Society

**Diana Nelson**, The Volunteer Center

**Emmy Sloan**, CARES Northwest Program

We are also gratified at the willingness of many business people to share their knowledge and expertise with us. We would like to especially thank:

**Kent Ballantyne**, Oregon Association of Hospitals & Health Systems

**Adam Davis**, Davis and Hibbits, Inc.

**Gary Finseth**, Consultant

**Bobby Heagerty**, Legacy Health System

**Noel Klein**, Western Attitudes

**Frances Lindner**, Northwest Regional Laboratories

**Lynde Paule**, Consultant

**Duncan Wyse**, Oregon Business Council

---

*The Portland Multnomah Progress Board*

# Explanation of Data Sources

---

**1994 Air Quality Annual Report**, Oregon Department of Environmental Quality. This report is based on tests of air quality conducted by the Oregon Department of Environmental Quality. Data are then compiled and presented in an annual report. (*Benchmark #66*)

**1994 Child Abuse and Neglect Report**, Services to Families and Children. This report is prepared annually by the State Office of Services to Families and Children (SFC). It is based upon reported cases of child abuse to SFC. (*Benchmark #86A*)

**1994 Oregon Public School Drug Use Survey**, State Office of Alcohol and Drug Abuse Programs. Eighth and eleventh grade students are asked to complete a written survey about drug use every two years. The survey is administered in schools throughout Oregon. Data are compiled and tabulated by the State Office of Alcohol and Drug Abuse Programs. (*Benchmark #34*)

**1994 Quality of Life Survey**, State Office of Mental Health Services. This survey was conducted in 1994 of consumers of mental health services offered by the Office of Mental Health Services. (*Benchmark #47*)

**1995 Bond Ratings Telephone Survey**, Portland Multnomah Progress Board. This informal telephone survey was conducted in April 1995. All 38 governmental entities throughout Multnomah County were contacted and asked to identify their bond rating from Moody's and/or Standard & Poors. (*Benchmark #81*)

**1995 Portland Multnomah Volunteer Survey**, Portland Multnomah Progress Board. This mail survey was sent to citizens who serve on boards and commissions for the City of Portland or Multnomah County government. (*Benchmark #77*)

**Behavioral Risk Factor Survey**, Oregon Health Division. The Oregon Health Division, in conjunction with the U.S. Centers for Disease Control, conducts a telephone survey of Oregon residents and asks them about their health and lifestyle habits. (*Benchmark #92*)

**Birth Certificates**, Oregon Health Division. Birth certificates are sent to the Oregon Health Division where they are entered into a computer for analysis. In addition to recording name and address and other items, the birth certificates contain information on medical factors during pregnancy, tobacco

and alcohol use, and conditions of the newborn. (*Benchmarks #26, 27, 28*)

**Citizen Survey**, Joint City of Portland and County Auditors. The Citizen Survey is a mail survey sent to randomly selected residents throughout Multnomah County. The City of Portland Auditor's Office conducts the survey in collaboration with the Multnomah County Auditor's Office. (*Benchmarks #61, 76, 84, 95, 104*)

**City of Portland Parks and Open Space Inventory**, PSU, Center for Urban Studies. The inventory measured the number of acres of parks and open spaces by neighborhood in June, 1993. (*Benchmark #57*)

**Corrections Information System**, Oregon Department of Corrections. This state database tracks inmates and parolees from state prison. (*Benchmark #93*)

**Corrections Population Management System**, Multnomah County Sheriff's Office. This county database tracks inmates in county jails. (*Benchmark #105*)

**Death Certificates**, Oregon Health Division. Death certificates are sent to the Oregon Health Division where they are entered into

# Explanation of Data Sources

---

a computer for analysis. Data from death certificates include the cause of death and whether a firearm contributed to a victim's death. *(Benchmark #90)*

**Multnomah County Elections Data,** Multnomah County Elections Division. This database contains voter information on all registered voters within Multnomah County. *(Benchmark #74)*

**National Crime Victimization Survey,** U.S. Department of Justice. The National Crime Victimization Survey is a survey administered by the Bureau of the Census for the Bureau of Justice Statistics. The survey tracks crime activity affecting households throughout the United States for a three year period. It is a combination of personal interviews and telephone interviews. *(Benchmark #91)*

**National Drug Use Forecast Program,** U.S. Department of Justice. The National Drug Use Forecast data are collected in booking facilities throughout the United States. For approximately 14 consecutive evenings each quarter, trained local staff obtain voluntary, anonymous urine specimens and interviews from a sample of booked arrestees. Multnomah County participates in this program. *(Benchmark #92)*

**Oregon HIV/AIDS Annual Report, 1994,** Oregon Health Division. This is an annual report about HIV/AIDS in Oregon. Part of the report is based on data collected from HIV testing. According to Oregon law, all laboratories that perform HIV tests are required to send a copy of test results to the Oregon Health Division. *(Benchmark #46)*

**Oregon Literacy Survey,** Oregon Progress Board. This personal survey was conducted in May 1991 of two thousand residents. Interviewers asked participants to read various pieces of information, such as newspaper articles, check stubs, and bus schedules. *(Benchmark #43)*

**Oregon Population Survey, 1990, 1992, 1994,** Oregon Progress Board. This telephone survey, based upon a random sample of Oregon households, is funded by a consortium of state agencies. Modeled after the U.S. Census, the survey permits users to track changes in population characteristics over time. In 1990, 3,200 Oregon households were interviewed. In 1992 and 1994, the number of households interviewed were approximately 4,400 and 5,500, respectively. *(Benchmarks #13,14, 43, 44, 78)*

**Oregon Serious Crime Survey,** Oregon Criminal Justice Council. The Oregon Serious Crime Survey was a mail survey sent to 425 Oregonians in 1994. A total of 264 surveys were returned. The survey reflects crime activity in Oregon from July 1, 1983 to June 30, 1994. *(Benchmark #91)*

**Oregon Statewide Assessment,** Oregon Department of Education. Each year, Oregon students are tested in grades 3, 5, 8, and 11. Students are tested in reading and mathematics. Some grades are also tested for writing. In 1995, grades 5 and 11 were tested for writing. In 1996, grades 3 and 8 will be tested for writing. Every six years, students are also tested in science. *(Benchmark #37)*

**Oregon Works Survey: Survey of Oregon Employers,** Oregon Economic Development Department. The Oregon Works Survey was a mail-back survey of Oregon employers conducted in 1992 and 1994. The sample was drawn from the Employment Division database of all employers in Oregon who employ four or more employees. In 1992, approximately 1700 surveys were returned; in 1994, 758 surveys were returned. *(Benchmark #12,14)*

# Explanation of Data Sources

---

## **Report of Criminal Offenses and Arrests, Law Enforcement Data System (LEDS).**

The Oregon State Police collects data from each precinct throughout Oregon for its Law Enforcement Data System (LEDS). This system analyzes crimes reported to the police and provides quarterly and annual reports. *(Benchmark #86B, 87, 88)*

## **TSCC Database, Tax Supervising and Conservation Commission.**

The Tax Supervising and Conservation Commission collects data from the Budgets and Financial Statements of all 38 Multnomah County governmental entities. *(Benchmark #21, 24, 82, 103)*

## **Tri-Met Attitude and Awareness Survey, Tri-Met.**

This telephone survey is conducted quarterly. One thousand interviews are conducted in November; 500 interviews are conducted in February, May, and August. The survey tracks ridership, attitudes, demographics, and advertising. *(Benchmark #63)*

## **Two-Year-Old Immunization Survey, Oregon Health Division.**

The Oregon Health Division conducted a birth certificate-based survey in 1994, using a sample of 2,538 children born in Oregon between September 1991 and January 1992. *(Benchmark #29)*

## **U.S. Census of Population, Bureau of Commerce.**

The U.S. Census is conducted every ten years by the Bureau of the Census. It asks people about their age, race, education, labor status, housing, commuting patterns, and income. The Census uses a combination of mail, telephone, and personal interviews to gather information on all U.S. residents. This is one of the few databases in which data are available for small geographic areas. *(Benchmark #13, 53, 62)*



# Bibliography

---

**Abbott, Carl.** *Settlement Patterns in the Portland Region: A Historical Overview*, Department of Urban Studies and Planning, Portland State University, January, 1994.

**Aging Services Department.** *Elder Abuse Briefing Before Multnomah County Commission*, October 12, 1995, p. 4.

**AVITAS** from USDOT AIR CAPT-100 data, provided by Port of Portland.

**Barnett, Jim.** "Airport Just Gets Busier and Busier", *The Oregonian*, June 28, 1995, p. D14.

**Brown, SS** and L. Eisenberg, editors. *The Best Intentions: Unintended Pregnancy and the Well-being of Children and Families*, Institute of Health, National Academy Press, Washington, D.C., 1995.

**Centers for Disease Control and Prevention (CDC).** *Healthy People 2000*, U.S. Department of Health and Human Services, Hyattsville, Maryland, June, 1994.

**Centers for Disease Control and Prevention (CDC).** "National, State, and Urban Area Vaccination Coverage Levels Among Children Aged 19-35 Months -- United States, April 1994-March 1995", *Morbidity*

*and Mortality Weekly Report*, February 23, 1996, v. 45, no. 7.

**Center for Population Research and Census, Portland State University.** *Population Estimates for Oregon: July 1, 1995*. Portland, OR.

**Center for Substance Abuse Prevention.** *Prevention Works! A Discussion Paper on Preventing Alcohol, Tobacco, and Other Drug Problems*, U.S. Department of Health and Human Services, September, 1993.

**Children First for Oregon.** *Report Card: The Status of Children in Oregon*, December 14, 1995.

**Children's Services Division.** *Child Abuse and Neglect Report*, Oregon Department of Human Resources, Salem, OR, 1994.

**Cob, Clifford,** Ted Halstead and Jonathon Rowe. "If GDP is Up, Why is America Down?", *The Atlantic Monthly*, October, 1995, pp. 59-78.

**Community Action Program Office.** Multnomah County Department of Community and Family Services, *Draft Report on Poverty*, April 16, 1996.

**Community Health Assessment Group.** *Healthy Communities Report: Portland Tri-County Area, 1995*, Portland, OR.

**Data Resource Center, Metro.** 1994 *Employment / Portland Vancouver Metropolitan Area*, September, 1995.

**Data Resource Center, Metro.** 1994 *Population / Households / Housing Units Portland Vancouver Metropolitan Area*, August 1995.

**Davis, Adam.** Presentation to Portland Multnomah Progress Board, December 18, 1995, Portland, OR.

**Editorial.** "Don't Abolish AmeriCorps", *The Oregonian*, March 23, 1995, p. B6.

**Finigan, PhD,** Michael. *The 1994 Oregon Public School Drug Use Survey*, Office of Alcohol and Drug Abuse Programs, January, 12, 1995.

**Hanes, Pamela, PhD.** "Caring for Oregon", *Metroscape*, Institute of Portland Metropolitan Studies, Portland State University, 1995, vol. 1, no. 1.

**HIV Program.** *Oregon HIV/AIDS Annual Report*, Oregon Department of Human Resources, Health Division, 1994.

# Bibliography

---

**Hodgkinson, PhD., Virginia, et. al.** *Giving and Volunteering in the United States*, Independent Sector, Washington, D.C., 1994.

**Jewitt, Jan**, Dean Arasmith, and Ellen Maniago. *Establishing a Baseline for the Oregon Progress Board Early Childhood Benchmarks*, Northwest Regional Educational Laboratory, Portland, OR, March 1994.

**Joint Venture: Silicon Valley Network.** *Index of Silicon Valley*, 1996.

**Klein, Noel J.** *Community, Government and Politics: A Compilation of Survey Data from Several Oregon Communities*, Western Attitudes, Tigard, OR, January 1995.

**Ladies Home Journal.** "Get Help When Love Turns to Blows", reprinted in *The Oregonian*, July 30, 1995.

**Larson, M.D., David**, editor. *Mayo Clinic Family Healthbook*, William Morrow and Company, Inc., New York, NY, 1990.

**Law Enforcement Data System.** *Report of Criminal Offenses and Arrests*, Salem, OR, 1994.

**Multnomah Child Care Resource and Referral.** *Selecting Appropriate Quality Child Care*, August 8, 1995.

**Multnomah County Commission on Children and Families.** *What Does Every Child Need? And What Are They Getting in Multnomah County?* February 1996.

**National Center on Elder Abuse.** *Elder Abuse: Questions and Answers*, Washington, D.C., May 1995.

**National Fire Protection Association.** *NFPA 1600 Recommended Practice for Disaster Management 1995 Edition*, Quincy, MA, August 11, 1995.

**Northwest Workforce Center, Inc.** *Targeted Neighborhood Project Year-End Report*, 1995.

**Office of Alcohol and Drug Abuse Programs.** *The 1994 Oregon Public School Drug Use Survey*, Salem, OR, January 12, 1995.

**Office of Alcohol and Drug Abuse Programs.** *Oregon Alcohol and Drug Review*, November, December 1995, vol. XV, no. 9.

**Oregon Business Council.** *Oregon Values & Beliefs Summary*, May, 1993.

**Oregon Department of Education.** *Dropout Rate in Oregon High Schools*, Salem, OR, March 1995.

**Oregon Department of Environmental Quality.** *Air Quality Annual Report*, 1994.

**Oregon Economic Development Department.** *Oregon Works II: 1994 Survey of Oregon Employers*, Salem, OR, January, 1995.

**Oregon Employment Department.** *1994 Oregon Covered Employment and Payrolls by Industry and County*, January 1996.

**Oregon Employment Department.** *Oregon Labor Trends*, May 1995-April 1996.

**Oregon Employment Department.** *Oregon Labor Trends*, January 1996.

**Oregon Employment Department.** *Portland Multnomah Area Labor Trends*, June 1995-April 1996.

**Oregon Health Division.** *1994 Two-Year-Old Immunizations Survey*, Portland, OR, July 27, 1995.

**Oregon Health Division, HIV Program.** *Oregon HIV/AIDS Annual Report*, Portland, OR, 1994.

# Bibliography

---

**Oregon Health Division.** *Primary Care Physician Capacity in Oregon*, Oregon Department of Human Resources, Portland, OR, 1994.

**Oregon Progress Board.** *An Investment Opportunity: Redesigning Oregon's Public Assistance System to Reduce Poverty by Placing More Oregonians in Jobs*, March 14, 1995.

**Oregon Progress Board.** *Report to the 1995 Legislature*, December, 1994.

**Oregon Progress Board.** *The Oregon Literacy Survey*, May 1991.

**Pope, Andrew M.** and Alvin R. Tarlov. *Disability in America*, National Academy Press, Washington, D.C., 1991.

**Portland Multnomah Progress Board Meeting, January 22, 1996.** Presenters were John Fregonese, Director of Land Use Planning, Metro, and Ethan Seltzer, Director, Institute of Portland Metropolitan Studies, Portland State University.

**Portland Multnomah Progress Board Meeting, February 26, 1996.** Presenters were Paul Warner, State Economist, and Samuel Henry, Professor, Portland State University.

**Portland Multnomah Progress Board Meeting, April 22, 1996.** Presenters were Carol Wire, Director, Multnomah County Commission on Children and Families, Swati Adarkar, Children First for Oregon, and Duncan Wyse, President, Oregon Business Council.

**Putnam, Robert D.** "Tuning In, Tuning Out: The Strange Disappearance of Social Capital in America." *The Ithiel de Sola Pool Award and Lectureship*, APSA, December 1995. Reprinted in *PS: Political Science & Politics*, January, 1996.

**Riles, Suzanne** and Lynde Paule. *A Review of the 1995 Education and Education-Related Work Force Benchmarks*, Portland Multnomah Progress Board, Portland, OR, February 1996.

**Schmid, Randolph.** "Expansion of Airports Said Urgent". *The Oregonian*, February 25, 1995, p. F10.

**U.S. Department of Education, Office of Educational Research.** *High School Students Ten Years After 'A Nation at Risk'*, May, 1995.

**U.S. Department of Justice.** *Crime in the United States*, Washington, D.C., 1993.

**Vocational Rehabilitation Division.** *Job Hunter's Guide to Employment with the State of Oregon for Persons with Severe Disabilities*, Oregon Department of Human Resources, Salem, OR, October, 1993.

**World Health Organization.** Ottawa Charter for Health Promotion, *Canadian Journal of Public Health*, November/December 1986, Volume 77:425-430.

**Zawitz, Marianne, et. al.** *Victimization Report: Twenty Year Highlights 1973-92*, Bureau of Justice Statistics, U.S. Department of Justice, October, 1993.





## K E Y

Benchmark page numbers are listed with the benchmark number followed by the page number.

Example: B34-XX, refers to Benchmark 34, page XX.

### **Alcohol**

Adults .....	B92-144
Domestic Violence .....	B86B-132
Use by students .....	B34-70
Use during pregnancy .....	B28-64

### **Awards**

1996 Benchmark Awards .....	163-164
-----------------------------	---------

### **Benchmarking**

Community Organizations .....	B80-117
Governments .....	B79-116
Legacy Health System .....	B78-117
Multnomah County .....	B79-116
Oregon .....	9

### **Business**

School-to-Work .....	B15-48
Public opinion .....	4

### **Child Care**

Basic standards .....	B32-59
Multnomah County Early Childhood Care and Educational Council .....	B32-59

### **Childhood Development**

Kindergartners .....	B25-50
----------------------	--------

### **Children**

Abuse .....	B28-64, B86A-130
CARES Northwest .....	B86A-131
Child Abuse Reporting Law .....	B86A-130
Child care .....	B32-59

### **Children (continued)**

Education .....	B15-48, B25-45, 50, B34-59, 70, B37-52, B38-54
Immunizations .....	B29-66
Keeping Kids Alive .....	B86A-131
Mother's use of alcohol, drugs, tobacco .....	B28-64, 160
Teen mothers .....	B26-59, 60, 160
Trends .....	12

### **Citizen Survey** .....

### **Civics**

Volunteers ..	3, B77-112, 161, B78-114, 161
Voting .....	B74-108, 161

### **Community**

Livability .....	10
Well being .....	B1-20, 159

### **Connectedness**

Community .....	4
Spiritual .....	5

### **Development**

Compact .....	6
Sites suitable for development..	B20-82, 159

### **Disabilities**

Injury related .....	B53-78
Americans with Disabilities Act .....	B53-79
Developmentally disabled .....	B53-78
From chronic diseases .....	B53-79

# Index

---

## **Disabilities (continued)**

- Mentally ill ..... B47-76, 160
- Physical ..... B53-78

## **Diversity**

- Crimes motivated by  
prejudice ..... B85-128

## **Drugs**

- Diversion ..... B94-148
- Use by adults ..... B92-144
- Use by students ..... B34-59
- Use during pregnancy ..... B28-64

## **Economy**

- Future ..... 9
- Genuine Progress Indicator ..... 10
- Gross Domestic Product ..... 10
- Growth ..... 9
- Inflation rate ..... 10
- Job growth ..... B7-26
- Recession ..... 9, B1-20
- Social capital ..... 10
- Trends ..... 9

## **Education**

- Achievement levels ..... B37-52, 160
- Adult computer use ..... B43-56
- Adult literacy ..... B43-56
- Alcohol/Drug/Tobacco use by  
students ..... B34-59
- Certificate of Advanced Mastery ..... B15-48
- Certificate of Initial Mastery ..... B15-48

## **Education (continued)**

- Educational Reform Act  
(House Bill 2991) ..... B15-48
- Effects on income ..... B38-54
- Financing ..... B21-103
- High school completion rate ..... B38-54
- Kindergarten development  
standards ..... B25-50
- Leaders Roundtable ..... B38-55
- Literacy ..... B43-56
- National Center for Educational Quality  
in the Workforce ..... B13-46
- Office of Educational Research &  
Improvement ..... B38-54
- Oregon Literacy Survey ..... B43-56
- Post-secondary training/education  
completion rates ..... B13-46
- School-to-Work ..... B15-48
- Trends ..... 8
- Work Now and in the Future ..... B15-49
- Workplace ..... 11, B12-36, B14-38

## **Elderly**

- Abuse ..... B86C-134
- Housing ..... B56-80

## **Employment**

- Disabled workers ..... B47-76, B53-79
- Ethnic distribution ..... B8-30
- Full employment ..... B8-28
- Instability in the workplace ..... 4
- Length of commute to work ..... B62-88
- Total employment ..... B7-26

## **Employment (continued)**

- Training/education ..... 1, B1-21,  
..... B12-36, B14-38
- Unemployment ..... B8-28
- Gender distribution ..... B8-29
- Industry distribution ..... B7-27

## **Environment**

- Air quality ..... 6, B66-92, B67-98
- Carbon dioxide ..... B67-98
- Energy usage ..... B70-98
- Rivers and streams ..... B68-98
- Solid waste ..... B71-98
- Water quality ..... B68-98
- Water usage ..... B69-98

## **Exports**

- Container rates ..... B18-42
- Income from exported goods and  
services ..... B9-32, B10-32

- Fairview** ..... B53-78, B61-86, B62-88,  
..... B76-110, B84-126, B95-150,  
..... B97-153, B104-97

## **Families**

- Domestic Violence Deferred Sentencing  
Program ..... B94-149
- ADT Security Systems  
Pendant ..... B86B-133
- Child abuse ..... B86A-130
- Domestic violence ..... B86B-132
- Elder abuse ..... B86C-134

# Index

## **Families (continued)**

Elder Abuse Mandatory Reporting	
Law .....	B86C-134
Family Violence Intervention	
Steering Committee .....	B86B-133
Gatekeeper Program .....	B86C-135
Stability .....	B86B-132

## **Government**

Benchmarking .....	B79-116
Bond ratings .....	B81-118
Citizen Involvement Committee ..	B77-113
Cost of services .....	B82-120
Public finance .....	10
Quality of services .....	3, B76-110
Volunteers .....	3, B77-112

<b>Graffiti</b> .....	B65-98
-----------------------	--------

<b>Green spaces</b> .....	B57-84, B60-98
---------------------------	----------------

<b>Gresham</b> .....	B24-106, B63-90,
.....	B76-110, B79-116, B81-118, B82-120,
.....	B84-126, B95-150, B104-97

## **Growth Management**

2040 Plan .....	6
Air quality .....	6, B62-88, B66-92
Commute .....	6, B62-88, B63-90
Demographics .....	7
Land use planning .....	6
Population .....	7, B72-94
Trends .....	6
Urban growth boundary .....	6

## **Health**

Academy of Family Physicians .....	B29-66
Access to care .....	B44-72
Advisory Committee on Immunization	
Practices .....	B29-66
AIDS .....	B46-74
American Academy of Pediatrics ....	B29-66
Birthweight .....	B27-62, B28-64
Drug/Alcohol/Tobacco use during	
pregnancy .....	B28-64
Fetal Alcohol Syndrome .....	B28-64
HIV .....	B46-74
Hospitals .....	B44-73
Immunization .....	B29-66
Insurance .....	B44-73
Medicaid .....	B44-73
Oregon Health Plan .....	B44-73
Oregon Immunization Alert .....	B29-67
Primary care physicians .....	B44-72
Student use of alcohol, drugs, and	
tobacco .....	B34-70
Substance abuse ..	B28-64, B34-70, B92-144
Teen pregnancy rate .....	B26-60

<b>Homelessness</b> .....	B31-98
---------------------------	--------

## **Housing**

Affordability .....	B58-98
Elderly .....	B56-80
Homelessness .....	B31-98
Parks/green spaces .....	B60-98

## **Income**

Annual payroll .....	B3-22
Educational effects .....	B38-54
Federal poverty level .....	B6-24
From exports .....	B9-32
Per capita .....	B1-20
Social Security .....	B47-77
Spent on housing .....	B1-20, B58-98
Spent on taxes .....	B103-122
Targeted Neighborhood Project .....	B1-21

## **Industry**

Manufacturing .....	B7-26
Timber vs. high technology .....	B7-26

## **Issues**

Public views on .....	3
Public understanding .....	4

## **Land Use**

Planning .....	6
----------------	---

## **Media**

Public opinion .....	3
----------------------	---

## **Mental Health**

Employment of mentally ill .....	B47-76
Self-sufficient mentally ill .....	B47-76

<b>Metro</b> .....	6, B24-106, B72-95, B82-120
--------------------	-----------------------------

# Index

---

## **Neighborhood**

Connectedness ..... 4  
Safety ..... B84-126  
Livability ..... 4, 7, B61-86  
Streets ..... B104-97

## **Neighborhoods**

Central NE, East, Northeast,  
North Portland, NW/Downtown,  
Southeast, and Southwest B28-65, B53-78,  
..... B57-84, B61-86, B62-88, B76-110,  
..... B84-126, B90-141, B95-150, B104-97

**Oregon Business Council** ..... B15-49

**Oregon Population Survey** ..... B43-57,  
..... B62-88, B63-90, B78-114

**Oregon Shines** ..... 9

**Oregon Values & Beliefs Survey** ... B44-72

**Oregon Works Survey** ..... B12-36

**Oregon Works II Survey** .... B12-36, B14-38

**Parks** ..... B57-84, B60-98

## **Payroll**

Annual average ..... B3-22  
Dedicated to training/education ..... B12-36

## **Permits**

Issued within target time period.. B19-100

**Port of Portland** ..... B16-40, B18-42,  
..... B24-106, B79-116, B82-120

## **Public Infrastructure**

Real per capita ..... B24-106

## **Public Safety**

ADT Security Systems Pendant. B86B-133  
Categories of crimes ..... B87-137  
Child abuse ..... B86A-130  
Crime motivated by prejudice ..... B85-128  
Crime rate ..... 125, B87-136  
Diversion ..... B94-148  
Domestic violence ..... B86B-132  
Domestic Violence Deferred Sentencing  
Program ..... B94-148  
Drugs ..... B28-64, B34-70, B92-144  
Elder abuse ..... B86C-134  
Elder Abuse Mandatory Reporting  
Law ..... B86C-134  
Elder Abuse Prevention Act ..... B86C-134  
Emergency preparedness ..... B95-150,  
..... B97-152  
Family Violence Intervention Steering  
Committee ..... B86B-133  
Firearms ..... B53-78, B90-140, B92-144  
Gatekeeper Program ..... B86C-135  
Incarceration ..... 125  
Local Public Safety Coordinating  
Council ..... 125

## **Public Safety (continued)**

Matrix releases ..... B105-154  
Number of arrests ..... B88-138  
Perceptions ..... 125, B84-XX  
Public Safety Task Force ..... 125  
Public views on ..... 125  
Recidivism ..... B93-146, B94-148  
Regional Emergency Management  
Group ..... B95-150  
STOP Program ..... B94-148  
Terminology ..... 125  
Victimization rates ..... B91-142

**Quality of Life Survey** ..... B47-76

## **Recidivism**

Diverted offenders ..... B94-148  
Felons ..... B93-146

## **Recreation**

Parks/green spaces ..... B57-84, B60-98  
The arts ..... B75-98

**Redefining Progress** ..... 10

**Robert Putnam** ..... 10

## **Self-Sufficiency**

Mentally ill ..... B47-76  
Physically disabled ..... B53-78

**Small Business** ..... B11-34

## **Taxes**

Business .....	B23-104
Measure 5 .....	B21-102, B103-122
Non-school .....	B21-102
Per capita .....	B21-102, B103-122
Property .....	B103-122
School .....	B21-102
Tax Supervising & Conservation Commission .....	B24-107, B103-122

## **Tobacco**

Use during pregnancy .....	B28-64
Use by students .....	B34-70

## **Transportation**

Air freight .....	B16-41
Air traffic .....	B16-40
Airports Council International North America .....	B16-40
Commute .....	6, B62-88, B63-90
MAX: Light Rail .....	B63-91
Non-stop flights .....	B16-41
Portland International Airport .....	B16-40
Public transportation .....	B63-90
Traffic congestion .....	B63-90

## **Trends..**

Children .....	12
Economic .....	9
Growth management .....	6
Public mood .....	3

<b>Tri-Met</b> .....	B24-106, B63-90, B79-116, B81-118, B82-121
----------------------	---

<b>Troutdale</b> .....	B24-106, B53-78, B62-88, B76-110, B81-118, B82-120, B84-126, B95-150, B104-97
------------------------	---

## **Volunteering**

AmeriCorps .....	B78-115
Governmental .....	B77-112
Volunteer Center .....	B78-115

<b>Wood Village</b> .....	B-56-78, B61-86, B62-88, B76-110, B84-126, B95-150, B97-153, B104-97
---------------------------	--

<b>Your City Your Choice Survey</b> .....	4
---	---

## **Youth**

Are You Ready? .....	B26-61
High school completion rate .....	B38-54
Teen Outreach Program .....	B26-61
Teen pregnancy rate .....	B26-60
Volunteering .....	B78-114

# *Notes*

---



Income per capita as a percentage of U.S. real per capita income • Per capita income as a percentage of Oregon's real per capita income broken down by race • Average annual payroll per worker (all industries) • Per capita income • Annual total payroll • Percentage of citizens with incomes above 100% of the federal poverty level • Total employment (in thousands) broken down by race • Unemployment rate (as compared to the Portland Metropolitan region) broken down by race • Percentage of income from goods and services sold outside of the United States • Percentage of income from goods and services sold outside the Portland Metropolitan region • Number of small business that fail in one year, two years, and five years • Percentage of employer payroll dedicated to training and education • Percentage of 25 year olds with a certificate granted from education and training programs • Percentage of employees working in firms which train over 50% of their workforce 20 hours or more annually in work skills or work processes • Percentage of high school students who are engaged in Certificate of Advanced Master programs that involve work place experience • 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 • 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 • Portland transpacific container export rates compared to those in Seattle & Tacoma (percent greater or less than) • Percentage of government permits issued within the target time period or less including business licenses, building permits, water, plumbing/electrical/heating & ventilating, parking, street use, and conditional use/zoning/variances • Percentage and number of industrial site acreage identified in comprehensive plans that is actually suitable for development • Total taxes per capita as percentage of U.S. average • Total taxes per \$1,000 income • Percentage of federal, state & local business taxes and fees per dollars of business income • Real per capita capital outlays for public infrastructure • Percentage of children entering kindergarten meeting specific development standards for their age. Development includes cognitive, language & literacy, physical well-being, and social/emotional development • Pregnancy rate per 1,000 females ages 10-17 broken down by race • Percentage of healthy birthweight babies • Percentage of infants whose mothers did not use the following: illicit drugs through pregnancy, alcohol during pregnancy (self-reported by mother), and tobacco during pregnancy (self-reported by mother) • Percentage of two year olds who are adequately immunized • Percentage of children 0-17 living above 100% of the poverty level broken down by age and race • Percentage of children who were homeless at some time in the last year • Percentage of child care facilities which meet established basic standards • Number of identified child care slots available for every 100 children under age 13 • Percentage of students free of involvement with alcohol in the previous month broken down by the eighth and eleventh grades • Percentage of students free of involvement with illicit drugs in the previous month broken down by the eighth and eleventh grades • Percentage of students free of involvement with tobacco in the previous month broken down by the eighth and eleventh grades • Percentage of students who achieve established skill levels broken down by race and grade level • High school graduation rate • Percentage of adults who have completed at least one year of educational programs after secondary school broken down by race • Percentage of adults who completed a certified apprenticeship program • Percentage of adults who have completed an associate degree in professional-technical education broken down by race • Percentage of people leaving post-secondary course work that possess skill sets to match work force needs • Percentage of adults who possess English literacy skills broken down by prose, document, quantitative, and information/technology literacy • Percentage of citizens who have economic access to basic health care broken down by race • Percentage of citizens who have geographic access to basic health care broken down by race • Annual percentage and number of people with early diagnosis of HIV • Percentage of citizens with mental illness living in housing of their choice with adequate support • Percentage of citizens with mental illness who are employed • Percentage of citizens with mental illness living above the poverty level • Percentage of citizens with developmental disabilities living in housing of their choice with adequate support • Percentage of citizens with developmental disabilities who are employed • Percentage of citizens with developmental disabilities living above the poverty level • Percentage of citizens with physical disabilities living in housing of their choice with adequate support • Percentage of citizens with physical disabilities who are employed • Percentage of citizens with physical disabilities living above the poverty level • Percentage of elderly living in the least restrictive setting, either in their own home or in an alternative home setting • Acres of parks and protected green space per 1,000 citizens • 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) • Number of citizens who were homeless at some time in the last year • 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, and bike path • Percentage of people who feel a sense of community in their neighborhood • Percentage of people who commute (one-way) within 30 minutes between where they live and work • Percentage of people who commute to and from work and use multiple modes of transportation for commuting • Percentage of streets rated acceptably clean • Percentage of surfaces where there is little or no graffiti • Number of days per year the community meets government ambient air quality standards • Carbon dioxide emissions as a percentage of 1990 emissions • Percentage of samples per year the community's river and streams meet government in-stream water quality standards • Annual water usage per capita broken down by industrial, residential, and commercial categories • Number of energy units used per capita broken down by industrial, residential, and commercial categories • Pounds of solid waste landfilled per capita per year • Percentage of Portland metropolitan area population growth since 1990 occurring within the City of Portland broken down by special needs • Percentage of total non-manufacturing jobs in the Portland metropolitan area located in downtown Portland • Percentage of eligible citizens who vote • Annual per capita public and private financial support for the arts in the region including: libraries, museums, visual arts, and performing arts • Percentage of citizens who are satisfied that services are necessary, responsive, and cost-effective • Percentage of citizen volunteers in a governmental advisory capacity who are satisfied that their recommendations were carefully and respectfully considered • Percentage of citizens who volunteer at least 50 hours of their time per year to civic, community, or non-profit activities • Percentage of government organizations that adopt benchmarks, incorporate them into budget and/or planning processes, and collect supporting data • Percentage of community organizations that adopt benchmarks, incorporate them into budget and/or planning processes, and collect supporting data • General obligation bond rating (Standard & Poor's) • Per capita cost of government • Direct government service delivery expenses as a percentage of total government expenditures • Percentage of citizens who feel safe and secure • Number of reported crimes against people or property motivated by prejudice including race, sexual orientation, and national origin • Number of reported incidents of domestic violence including: Children abused and neglected per 1,000 people under 18 • Spouses or domestic associates injured per 1,000 people • Elderly abuse per 1,000 people • Families repeatedly victimized by such incidents • Number of reported crimes against people per 1,000 population. Crimes include murder, rape, robbery, kidnapping, and assault broken down by age • Number of reported crimes against property per 1,000 population. Crimes include burglary, larceny, motor vehicle theft, arson, and vandalism broken down by age • Percentage of arrestees testing positive for alcohol or illicit drugs in Multnomah County • Firearm injuries and fatalities rate per 1,000 population broken down by age • Victimization rates per 100,000 population. Crimes include hate crimes, domestic violence, sexual assault, and child abuse broken down by age • Percentage of adults who use illicit drugs • Percentage of people who are homeless within three years of reentry to the community • 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 • Percentage of residents who are able to call for help in an emergency by being able to sustain themselves for 72 hours • Property and person loss, due to emergency/disasters broken down by number of lives lost per 1,000 and dollar value of loss as percentage of structure/property exposed • 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.