


NEIL GOLDSCHMIDT
GOVERNOR



July 1989

BUILDING A CHILDREN'S AGENDA FOR OREGON 1989 LEGISLATIVE ACCOMPLISHMENTS

As I travel the state, I am constantly impressed by the heroes in our midst — the men and women who step forward and say, "This child is mine; I will take responsibility for this child."

Communities across Oregon are making creative, effective efforts to help their children -- children whose names and faces they know personally. They do it because people believe the health and well-being of the next generation of Oregonians is in danger:

- Incidents of child abuse are up;
- Thousands of children receive little or no health care;
- Between 25 and 30 percent of any first grade class will not graduate from high school;
- Drug and alcohol use is increasing;
- There are not enough foster parents for all the abused and neglected children who need them.

My recommended budget proposed to aggressively attack these and other problems through an agenda for children based on these principles:

- Provide state support for local

efforts and become a partner in those efforts;

- Encourage and empower people to step forward and find solutions in their own communities;
- Focus on keeping families together;
- Provide help early;
- Above all, listen to what children have to say.

As you will see in this legislative summary, the Legislature not only supported my proposals, but in many instances added to and improved upon them.

The message contained in these pages is simple: If you don't like welfare, invest up front. If you don't like crime, invest up front. If you don't like ignorance, mental illness, and drug addiction, invest up front.

The Legislature approved nearly a 25 percent increase in General Funds for the Children's Services Division over the 1989-91 biennium. Additional funds for children are included in a wide range of other budget areas, from mental health and adult and family services to education and corrections. In total, more than \$60 million was added by this Legislature.

It is a wise and timely investment in our future.

I suspect that many of us in public service sometimes wonder if our efforts make a real difference in people's lives; if we are helping those who need help the most.

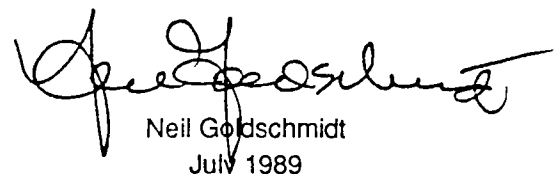
I believe it will make a difference if we detect and treat vision and hearing problems before the child enters the schoolhouse door...

It will make a difference if we educate more children to the dangers of drugs and alcohol...

It will make a difference if we expand efforts to provide early mental health intervention on behalf of children...

It will make a difference if we help communities help families stay together.

This will be the legacy of the 65th Legislative Assembly — a major and historic commitment to make a difference in the lives of those who will carry this state and America into the future: Our children.


Neil Goldschmidt
July 1989

Great Start

Objective: The first years of a child's life lay the foundation for social, intellectual, emotional and physical development — development which is critical to future success in life. Great Start will support local efforts to get to children early, and allow the state to become a partner in those efforts. The goal of Great Start is to encourage and empower people to come forward and take personal responsibility for the challenges facing our young.

Action: Provided \$5 million for state grants to complement and stimulate local and private efforts to help children 0-6 years of age get a great start on life. The grants give counties flexibility to address needs specific to their area and will leverage local financial and volunteer resources. (HB 3466)

Helping Runaway and Homeless Youth

Objective: The numbers of runaway and homeless youth are increasing while resources to help them are not. Funds are needed to help with basic necessities (food and shelter) as well as with employment and other services to get them back on their feet.

Action: \$500,000 in local grants for services aimed at runaway and homeless youth, including temporary shelter, emergency food, health care, independent living skills, and crisis intervention. (HB 3466)

Keeping Kids In School

Student Retention Initiative

Objective: Reduce Oregon's drop out rate, now between 25 and 30 percent, to less than 10 percent by 1992. The state needs to work with local school districts and communities to start programs for youth at risk of dropping out.

Action: Provided \$1.6 million to continue funding for the Student Retention Initiative, a program providing grants to communities to support efforts aimed at reducing the number of children who leave school early. As a partner, the state provides technical assistance, information about model programs, and strategies for developing adequate funding.

School Transition Program

Objective: Teenagers who graduate from high school but don't go on to college, particularly disabled students, need help becoming self-sufficient.

Action: State funds of \$90,000 will be provided to coordinate local and state services that will help teens move from high school to vocational opportunities. Improved services for 150 eligible students, including job training, counseling, and employment opportunities.

Early Childhood Education – Head Start

Objective: Many low income families can't afford good pre-kindergarten education for their young children. Some of these families need parenting skills to cope with the stress of unemployment, single-parent households and/or drug and alcohol abuse.

Action: The Legislature added \$3 million to Head Start, a program providing pre-kindergarten education to children from low income families. This appropriation will allow 480 additional children to participate per year. (SB 5559)

Improving Health Care For Children

Community-based Health Care Programs

Objective: To increase services available to children and families through community health plans.

Action: State funds of \$1.6 million were set aside for community-based prenatal clinics, family planning programs and teen health services. These funds will be used for children and their parents. Six school-based health clinics will be opened. The family planning programs will serve more than 18,000 people and the prenatal clinics will see 8600 clients.

Health Screening for High-risk Infants

Objective: Oregon has the highest infant death rate among predominantly white populations in the U.S. Almost 4000 babies a year are at risk for delays in their mental and/or physical development because of chronic medical problems, drug or alcohol abuse by the mother during pregnancy, birth to a teenage mother, or low weight at birth.

Action: Funds totalling \$841,000 were made available to the Health Department to screen infants with a high risk of developmental delays, provide health assessments and

increase immunization services. This program will develop and implement a high-risk infant system to identify, track and provide home visits by health nurses for infants.

Medical Program for Women and Small Children

Objective: Many poverty level women and young children do not have adequate prenatal and early childhood medical care.

Action: A total of \$23.4 million in general funds will go to Adult and Family Services to pay for a medical program for poverty level women and young children. Medical care will be provided to young children from birth to 5 years of age. Prenatal and delivery care will be provided to women.

Fighting Child Abuse

Child Protective Services Training

Objective: Providing Child Protective Services (CPS) is a complex, demanding job. It is critical that CPS workers receive professional training, initially and on a continuing basis, to ensure that their level of competence in all required areas remains high. This training will enable them to be better-skilled to recognize when child abuse is, or is not, occurring.

Action: Funds totalling \$1 million will train all CSD caseworkers to work with abused children.

Statute of Limitations/Prosecutions

Objective: Currently, civil suits have a two year statute of limitation. Children often delay reporting abuse because they don't know it's a crime, are afraid, or can't cope with the problems.

Action: Extends the time during which an individual could be prosecuted for child abuse or for having knowingly allowed, permitted or encouraged such abuse. The extension would allow prosecution for up to 5 years after the victim reaches age 18. (HB 2668)

Statute of Limitations/Sex Abuse

Objective: Felonies such as rape, first degree sexual abuse and promoting prostitution currently have a six year limitation. This bill will allow prosecution to begin up until the victim's 21st birthday. Children who have been molested are often not able to report the abuse until years after it has occurred.

Action: Extends the statute of limitations for specified crimes against children. This change would assist CSD in better protecting children who have been the victims of sexual abuse. (HB 2431)

Closed Circuit Testimony

Objective: Children who have been sexually abused are further victimized by the trauma of the legal process. Nationally, 37 states have statutes that allow video recorded testimony and 27 states have statutes that allow testimony by closed circuit television.

Action: A child's testimony may be taken and communicated to the courtroom by closed circuit television or audio visual recording when the child is under 10 and testifying about an act of sexual conduct where the court finds there is substantial likelihood of serious physical or emotional harm. (SB 516)

Exceptions to the Hearsay Rule

Objective: Young children in sexual abuse cases interviewed numerous times often change their testimony because of the trauma and the lapse of time. It's important that their initial statements made to investigators be admitted into the court proceedings.

Action: This will modify current statutes regarding exceptions to the hearsay rule by adding statements from child victims of sexual abuse, if the child is under 10 and certain other criteria are met. (SB 275)

Child Care Providers

Objective: There is often little information available about those who work at or frequent day care centers. Many abuse cases that occur in child care settings are perpetrated by someone other than the owner. Checking the background on adults who will be on day care premises for significant periods of time will allow families seeking care to have better knowledge of individuals the child is likely to come in contact with.

Action: Provides for criminal record checks and fingerprinting of adult individuals who reside at, or who are on, child care facility premises for significant periods of time when children are present. (HB 2690)

Training Required Reporters of Child Abuse

Objective: Persons required to report abuse and neglect, such as teachers and doctors, made over 60 percent of the Child Protective Service referrals in 1988. Training for such people is needed to help them more appropriately decide if a report is needed.

Action: Sets up guidelines for training required reporters of child abuse and neglect. Specifies methods of notifying the parent if the child is placed in protective custody. Requires CSD to form a review team for child abuse fatality cases.

Helping Families

Services to Keep Families Together

Objective: Removing a child from a family should be the last resort. Services are needed to keep the family unit together when possible, use extended family if placement is needed, and help separated families use their unique strengths to parent their children again.

Action: CSD will receive \$2.5 million to develop services to keep families together, rather than placing children in foster care or protective custody. Services will be targeted at families with preschool children and will include alcohol and drug abuse treatment, psychiatric treatment for young children who are abused, and specialized foster care.

Increased CSD Resources

Objective: Over the last decade, the demand for CSD services has grown dramatically, greatly exceeding CSD's ability to adequately respond to children and family needs.

Action: CSD will get 112 new positions, representing a staff increase of 9.8 percent. The division will have enough staff to handle the increased workload experienced in the 1987-89 biennium.

Adopting Special Needs Children

Objective: Financial assistance is often necessary for families who adopt children with special needs.

Action: Funds were increased by \$457,215 to help families who adopt children with special needs, such as older children, disabled children, and large sibling groups. This will result in the adoption of 192 children over the biennium. Without this subsidy most of these children would remain in foster care.

Recruitment of Minority Homes

Objective: Currently black children waiting for adoption may wait two to three times longer for a permanent home than white children. There is a continuing need to find black adoptive homes for black children in Oregon. One Church, One Child is a nationally known minority recruitment program, the goal of which is to place every waiting black child as soon as possible.

Action: The One Church, One Child minority adoption program will be supported by the state. A \$246,000 appropriation will provide for an

executive director for the program, and will help pay to recruit, organize and support churches in the black community to promote the adoption of black children.

Child Care

Objective: Child care is the number one priority for every county in Oregon. There is no central resource for child care information and referral, therefore many families do not have accessible information about child care resources in their communities. For young, low-income parents trying to finish their college degrees, little free or low-cost child care is available.

Action: Establishes basic criteria for resource and referral agencies to qualify for a state grant. \$800,000 will be provided for the grant program. A partnership between the Commission for Child Care and Children's Services Division will enable the two agencies to administer the grant program. \$380,000 will fund child care for low-income students.

Foster Homes Liability Insurance

Objective: Foster parents must often pay out-of-pocket expenses for property damage done by their foster children. These additional expenses have caused financial hardships for many foster parents. Much of the damage is caused unintentionally by children with severe emotional or behavioral problems.

Action: The state will provide liability coverage up to \$5,000 for foster parents when foster children damage their property. (HB 2480)

Recruiting and Supporting Oregon Foster Parents

Foster Parent Incentives

Objective: The state is facing a shortage of qualified foster-homes for a growing population of hard-to-place foster children. Additional opportunities for foster parents to participate in cost-saving services make recruitment of good homes easier.

Action: Oregon's foster parents can now participate in the state employees' health care plan, join state employee credit unions, and use state parks free of charge. (HB 3048 / 2497)

Putting Young People to Work

Oregon Youth Conservation Corps

Objective: In many parts of the state work opportunities for children are scarce. The Oregon Youth Conservation Corps provides a way for young people to learn job skills while protecting and preserving natural resources.

Action: The Oregon Youth Conservation Corps will be expanded using funds from an increase in the amusement device fee. The program will be doubled in 1990 to provide work for twice the number of young people on projects that protect and preserve Oregon's natural resources. (HB 2215)

Fighting Juvenile Drug and Alcohol Use

School Drug and Alcohol Programs

Objective: Many schools do not have drug and alcohol plans or policies. The few schools that do, have plans that vary in quality. Alcohol and drug abuse is a growing problem among children, contributing to problems ranging from dropping out of school to increased burglaries.

Action: Requires that middle schools, high schools and higher education facilities develop drug and alcohol policies and implement education programs for all students. (SB 584)

Treatment for Parents Using Drugs

Objective: Juvenile misbehavior may be a symptom of other problems in a family. Currently judges are not required to order treatment for parents of children in the court's jurisdiction.

Action: A court will now be able to order a parent or guardian to participate in an alcohol/drug treatment program if that person's addiction significantly contributed to the child's problem. The court's assistance in securing appropriate treatment for parents can be an invaluable tool in assuring that adequate and effective services are provided to the family. (HB 2691)

Ban the Sale of Drug Paraphernalia

Objective: Oregon was one of ten states that had not made the sale of drug paraphernalia illegal. Oregon had created a mixed message — on

the one hand people should not use drugs, but on the other, they can buy the equipment to do so. Drug paraphernalia sales support the use of illegal drugs and create an environment supportive of illegal drug use.

Action: Selling drug paraphernalia in Oregon is now banned. In addition, police can now seize drug paraphernalia found during drug raids. (SB 846)

Marijuana Possession Fines

Objective: The typical fine today for possession of marijuana is only \$25.00. This is not high enough to discourage possession, nor to fund alcohol and drug education programs.

Action: Fines for the possession of marijuana were increased from \$100 to a \$500 minimum, \$1000 maximum. The increased fines will provide a drug education and treatment program for approximately 8000 indigent people over the biennium. (HB 2479)

Revoking a Driver's License

Objective: Every year there are large numbers of highway fatalities due to teenage drunk driving. There is a critical need to discourage teenagers from using drugs and alcohol in the first place, and from drinking and driving.

Action: Anyone caught with drugs or alcohol in their possession while driving or riding in a motor vehicle will have their driver's license suspended automatically until they turn age 18, or until the suspension has terminated. Oregon will be the first state in the nation to revoke a teenager's license if he or she is convicted of an alcohol or drug related offense. (SB 1136)

Children and Tobacco

Objective: Tobacco is one of three "gateway" drugs, alcohol and marijuana are the other two. When these substances are used by young people, they may contribute to future drug and alcohol abuse. Tobacco is made too available to kids when retailers sell them fewer than a pack and give them free tobacco products.

Action: All stores that sell tobacco of any kind must post notices saying tobacco products are illegal for minors. No free tobacco products may be given to minors. Cigarettes must be sold in sealed packs. (HB 3146)

Helping Disturbed and Developmentally Disabled Children***Mental Health Early Intervention Pilot Projects***

Objective: About 600 Oregon children have been identified as at risk of developing mental illness. These children need to be identified and treated early before the need for special education and CSD services are required.

Action: Expands from two to four the number of pilot projects providing early intervention and treatment services. A total of \$260,000 in state and federal funds will be used for these pilots. (HB 5559)

Children's Mental Health Crisis Services

Objective: Emotionally disturbed children in the community currently have inadequate emergency crisis services.

Action: State funds of \$466,000 will provide local communities with an increased ability to assume responsibility for crisis services for severely emotionally disturbed children and adolescents. More than 600 children will receive services including crisis intervention, local inpatient service, shelter evaluation, case management and child/family therapy. (HB 5559)

Downsizing Fairview

Objective: 35-40 children remain at Fairview, a state facility for the developmentally disabled. These children can live in the community and attend public schools rather than live with hundreds of adults and receive their education at Fairview.

Action: As part of the total Fairview downsizing package these children will be placed in community settings. (HB 5027)

Early Intervention

Objective: Children with developmental disabilities need to be treated earlier to avert some developmental problems and avoid the need for increased services later on.

Action: Children with developmental disabilities will continue to receive early intervention services through \$2.5 million appropriation divided between the Department of Education and Mental Health Division budgets. Approximately 15 percent more children will be served, and an estimated 1800 children will be treated earlier. (HB 5027)

Coordinating State Policies on Children***Children's Coordinating Council***

Objective: To prevent duplication of efforts, coordinated budgeting and planning of state children's programs is needed.

Action: Creates Oregon Children and Families Act. Declares a state policy for children and establishes a Children's Coordinating Council. The Children's Coordinating Council will promote better communication between agencies and will assess the needs of Oregon's children. (SB 1018B)

Children and Youth Services Commission

Objective: To make it easier for communities to work with the state in planning and helping children, a single, one stop agency is needed for community programs for children ages 0 to 18.

Action: Created the Oregon Children and Youth Services Commission, folding in services formerly provided by the Juvenile Services Commission, Student Retention Initiative, and the new Great Start program. (HB 3466A)

Primary and Secondary Education***Basic School Support***

Objective: Oregon's primary and secondary school system relies heavily on property taxes for funding. The only other major source of revenue for schools is income taxes provided by the state, known as basic school support. It has been the state's goal to

provide 40 to 50 percent of the cost of running the school system. State revenue limitations, however, have dropped the state's contribution to below 30 percent for many years. As basic school support raises, pressures to raise local property taxes decrease.

Action: The Legislature appropriated nearly \$1.2 billion for basic school support. This is the largest sum ever appropriated for basic and is projected to increase the percentage.

School Finance Reform

Objective: During the last interim, the Governor's Commission on School Finance Reform prepared a package of recommendations to reform the way we finance schools. One of those recommendations, an effort to establish up-to-date tax bases for all school districts, was referred to the voters in May 1989 and failed. Many of the other recommendations that the Commission believed were critical to reform our school finance system and ensure a

quality education for all Oregon's children passed the 1989 Legislature.

Actions:

- To encourage school districts to become more efficient in delivering services, a \$5 million fund was created to promote passage of unification measures.
- To ensure state funding is being used wisely, the Education Department is now required to define a "basic education" on which the state's share of school funding is based.
- To equalize the school costs and taxpayer burden for required programs for children with multiple and/or severe handicaps, \$18 million was provided to increase the state's share of educating these children.
- \$20 million was set aside to aid those school districts which are making an effort to adequately finance their schools and have high tax rates, but generate little funds because of low property values.
- More and more, public schools have been mandated by state and local governments to offer everything from special education, to programs for the talented and gifted, to kindergarten — often without a corresponding increase in resources. To deal with this program, requirements were increased for legislative review of all state and federal mandates on schools.
- To ensure taxpayers are getting the most for their money, the Education Department was required to complete its work on a statewide system of accounting for school expenditures and to establish a statewide system of assessment and testing for our schools.
- The Legislature established a special interim committee on school funding to develop the best proposals for school finance reform over the coming interim for future legislative consideration and/or referral to the voters. The Governor will provide his recommendations to the committee in October 1989.

For More Information About Oregon's Children's Agenda:

Write: ***Children's Agenda Office
155 Cottage Street
Salem, Oregon 97310***

Or Call: ***373-7036***



Summer 1989

OREGON'S WATERSHED ENHANCEMENT PROGRAM REVITALIZING OREGON'S STREAMS AND WATERSHEDS



Before 1968



After 1984

Central Oregon's Camp Creek has shown steady improvement since land management changed in 1968. In the late-1980's water flows on the surface, even during the dry summer months. Grazing management resulted in improved vegetation productivity and enhanced fish and wildlife habitat.

Making Every Drop of Water Count

Every Oregonian, from the trout angler to the farmer, benefits when our streams provide the water we need, when we need it. But while our demand for water increases each year, severe water shortages strike some parts of the state almost every summer and fall when demand is highest. Some streams dry up completely.

In some places, grazing, mining, logging and other uses cause erosion which damages a watershed's natural ability to hold back runoff and store water. This damage affects a wide range of interests.

Healthy watersheds are critical for farming, timber growth and recreation. They also provide vital habitat for fish and wildlife. But damaged watersheds, and increasing demand for water in late summer and early fall, drain our water reserves earlier each year.

We can't control rainfall and snowpack. But we can take action to make our water last longer. And that's what Oregon's new Watershed Enhancement Program is all about.

Watershed Enhancement: A Water Plan For All Interests

In 1986, irrigators, environmentalists, rangeland experts, and legislators met to discuss water management problems. They were tired of old water use conflicts. By working together they were able to agree on solutions that address the needs and concerns of all water users.

Then, Gov. Neil Goldschmidt and the 1987 Legislature went to bat. Legislators created the Governor's Watershed Enhancement Board (GWEB) and set up a \$500,000 fund for watershed projects. (The

Governor proposed doubling the fund in the 1989-91 budget.)

The program was modeled after the Salmon and Trout Enhancement Program (STEP), managed by the Oregon Department of Fish and Wildlife. STEP relies on local volunteers — and local matching dollars — for projects to improve spawning grounds and habitat for fish. GWEB runs a similar program for watershed projects.

Five voting members of GWEB are from the state commissions on Environmental Quality, Fish and Wildlife, Soil and Water Conservation, Water Resources and the State Board of Forestry.

Five non-voting members are from state and federal agencies. These are the directors of the Oregon State University Agriculture Extension Service and the Oregon Department of Agriculture; and representatives from the U.S. Forest Service, the Soil Conservation Service of the U.S. Department of Agriculture, and the Bureau of Land Management.

How The Watershed Enhancement Program Works

Oregon's Watershed Enhancement Program began in 1987. The program gives grants for projects that improve the quality or supply of water. Most projects involve small streams in dry climate watersheds. Project costs ranged in 1987-88 from \$1000 to \$60,000. Local interests have contributed heavily to many of the projects.

Technical assistance is provided by agencies participating in the program. Any person or group may ask for funding from the GWEB. The watershed program provides grants and technical help for projects that:

- Improve groundwater storage by keeping watersheds healthy;
- Use volunteers to work on watershed projects;
- Promote the benefits of better watersheds;
- Promote natural methods to restore streambanks, adjacent lands, and nearby uplands.

Projects that rank high on these four points are given priority for state funds.

Work On Watersheds Pays Off

Watershed projects improve the land's capacity to hold water through long-term management and promoting "nature's ways." This means project workers will:

- Plant trees, shrubs and grasses along streambanks. This holds soil in place and filters water flowing to the stream.
- Remove "thirsty" vegetation (such as juniper) to save water for grasses and other vegetation along streams.
- Terrace slopes above streams to control erosion.
- Fence streambanks and nearby pastures to control livestock that can destroy vegetation.

Examples of Watershed Enhancement Projects

Wheeler County SWCD Pine Creek Project: \$52,900. Pine Creek runs into the John Day River near Clarno. It was partly fenced to control livestock grazing along streambanks. Junipers were cut to increase water supply to grasses. Rocks and juniper logs put into the stream will trap gravel and sediment, and produce habitat for fish.

Moss Creek Project: \$51,480. Moss Creek flows into the Miami River near Garibaldi in Tillamook County. The Tillamook SWCD received a GWEB grant for work that protects streambanks, traps sediment, improves fish habitat and restores streamside vegetation. The project will improve water quality and reduce pollution to Tillamook Bay.

Madras High School Willow Creek Project: \$2,622. Madras High School Forestry students received a GWEB grant to

restore a section of Willow Creek. The creek runs into Lake Simtustus on the Deschutes River near Madras. The project will showcase methods that can make streambanks stable and prevent erosion. The students will learn ways to improve streamside vegetation, fish habitat, and water quality. The project is part of a Willow Creek improvement plan that involves the City of Madras, Jefferson County, the county school district, the SWCD, and federal and state agencies.

City of Grants Pass, Gilbert Creek Project: \$38,824. Gilbert Creek flows into the Rogue River near Grants Pass. The project included fish habitat and bank enhancement and involved extensive volunteer participation. It promotes education and public awareness. The "Stream Rangers," a youth program organized by the City, did much of the stream clean up work.

Lakeview SWCD Chewaucan River Project: \$21,700. The Lakeview SWCD restored six miles of the Chewaucan River above Paisley in Lake County. The district placed logs and rocks in the stream, and planted along the riverbank. New livestock grazing systems are in place. The Paisley Future Farmers of America volunteered resources on the project.

- Pasture and water livestock away from streambanks during sensitive growing times.
- Put logs and boulders in streams to create pools, trap gravel, hold soil, and improve fish habitat.

Oregon's program is new. But, the BLM has managed watersheds for years. Two successful BLM projects are on Camp Creek and Bear Creek in Central Oregon. (See cover photos.)

Early Milestones

With \$500,000 available in 1987, GWEB received 60 requests that totaled more than \$2.7 million.

Between August 1987 and April 1989, GWEB approved 19 projects that cost \$434,000. A \$27,000 public awareness and education program was funded that includes speaking tours and slide shows on watershed project benefits. The Board also approved \$39,000 in direct grants to Soil and Water Conservation (SWCD) districts for watershed projects.

For More Information

If you would like more information on the Watershed Enhancement Program, please call **378-3739** or write:

**Governor's Watershed Enhancement Board
3850 Portland Road NE
Salem, Oregon 97310**

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Summer 1989

FORGING A CHILD CARE ALLIANCE



Access to safe, affordable, quality child care for families in need is paramount to the economic well-being of this nation. Without it, we will be unable to compete and our children will pay the consequences. We must act now to create an alliance among government, employers, and community organizations to improve and expand child care services.

Governor Neil Goldschmidt

Demand for child care in the United States and in Oregon has grown dramatically in the last 10 to 15 years as women have moved in greater numbers into outside-the-home employment.

In Oregon, a majority of children are now cared for daily by someone other than their parents. However, finding affordable, quality child care can be a mission impossible for parents — particularly low-income working families.

With limited resources, our child care investments must be made wisely,

where the greatest return can be made to increase the supply of affordable, quality child care for all families. New alliances — involving governments, businesses, educational institutions, community organizations, and parents — must also be forged to overcome child care supply and quality challenges.

The Child Care Dilemma

Despite our heavy reliance on child care, the United States still does not have a child care system that meets the needs. In Oregon, more than half of all families are now supported by two or more wage-earners. About 54% of Oregon mothers with children under the age of six — and 65% of mothers with school-age children — work outside the home.

The Oregon Employment Division predicts that two-thirds of all new entrants into the state's workforce between now and the year 2000 will be women. Nationally, 80 percent of

mothers with children under the age of one will rely upon child care by 1990.

According to a report by the U.S. Census Bureau, in 1987 there were 1.4 million infants under the age of one who required child care while their mothers worked. Of those children, 14 percent were in organized child care facilities; 40.6 percent in someone else's home (mainly non-relatives); and 37.3 percent in the child's home (about half of whom were cared for by the father). The remaining 8 percent were cared for either at home, work or elsewhere.

Last August, as part of a statewide effort to build a Children's Agenda, Oregon's counties delivered inventories of children's programs and needs to Governor Goldschmidt. Of the 36 counties, 30 identified child care as a critical issue for their areas. Counties most frequently called for increased availability of quality child care. They echoed reports of the Oregon Commission on Child Care and others pinpointing critical shortages in care for infants and toddlers, school-age children, children whose parents work at night or on weekends, or have special needs.

Counties also emphasized the difficulty Oregon families have in affording good care. Most families spend an average of 10 percent of their income on child care, though it is not unusual for child care costs to consume one-third to one-half of a low-income family's earnings.

Why is Child Care Important to all Oregonians?

First, the quality of child care can affect the emotional and intellectual development and physical safety of children. Good quality early childhood programs can better prepare children for school — and for children at risk of failure, it can help prevent the development of problems later in life.

Unfortunately, many children are left in arrangements of questionable quality because parents can't afford quality care, cannot find it, or do not know what to look for.

For many children, good quality child care and early education programs can make a real difference. These programs can help them to grow up and lead full, adult lives.

In addition, lack of affordable child care can prevent some parents from working. For some families, access to affordable child care can help them to move out of poverty and dependency on government programs.

Finally, the child care difficulties faced by working parents can have economic impacts. They can lower employees' productivity due to time away from work and inattentiveness while on the job.

Expanding and Improving Child Care in Oregon

The importance of child care to Oregonians is reflected in the state's human resources budget. Out of the \$3.3 billion general fund budget Gov. Goldschmidt is recommending for the Department of Human Resources for 1989-91, approximately \$19.5 million would be spent on child care service programs including migrant day care, supportive-remedial day care for children who are victims of or at risk of abuse, and child care subsidies for low-income families.

The State of Oregon has recently taken several significant steps forward in addressing the need for quality care:

Child Care Coordinator

At Governor Goldschmidt's request, the 1987 Legislature established the position of Child Care Coordinator in the Department of Human Resources Director's Office in Salem. On September 1, 1987, Gov. Goldschmidt appointed Mary Louise McClintock as the state's first coordinator.

The coordinator is charged with promoting greater coordination among state agencies and programs involved in child care, and encouraging public and private employers throughout Oregon to become involved in child care.

The coordinator provides employers and employees with information about

how to assess workforce child care needs, pros and cons of benefit options, program implementation and tax considerations.

In March 1988, McClintock hired Janis Elliot to work out of the Springfield area with Southern Oregon employers, employees and community groups. As of April 1, 1989, the Child Care Coordinator's Office has provided consultative services to approximately 200 individual Oregon employers.

State Employer Tax Credits

Oregon became one of the first states in the country to offer tax incentives to employers offering child care services, when the Legislature passed a new law in 1987 establishing a 50 percent employer dependent care assistance tax credit program.

A tax credit is available for each of three types of child care benefit programs: development of a child care center serving employees, financial assistance to employees, and information and referral services that help employees locate suitable care.

School Age Child Care Project

Since January 1987, Oregon has used federal Dependent Care Assistance Block Grant funds to support the Oregon School Age Child Care Project. The project promotes development of before and after school child care, and provides

technical assistance to school districts, providers, community organizations, and parents interested in starting or expanding such programs in school buildings.

It also distributes small grants to help new programs get off the ground. The project reports that 34 Oregon school districts are offering school-age care in school buildings this year, as compared with 18 in the 1986-87 school year. Many of these activities involve cooperation between providers, school districts and community groups.

Resource & Referral Services

The 1987 budget proposals of the Oregon Commission on Child Care included a new resource and referral grant program. With the passage of HB 2318 by the Legislature, the Oregon Child Care Commission began distributing \$100,000 in grant monies to establish or expand local resource and referral services in Oregon. As a result, fifty percent matching grants were awarded to four organizations that serve eight Oregon counties. The organizations help parents locate suitable child care, offer support to providers, recruit new providers to meet demand, and collect data about local needs. Governor Goldschmidt has requested continuing the program in 1989-91.

In addition, a grant from the U.S. Department of Human Resources led to the creation of a Clearinghouse for



State Child Care Coordinator Mary Louise McClintock (left) and Assistant Coordinator Janis Elliot.

Information and Referral through the Mid-Willamette Valley Community Action Agency in Salem. The clearinghouse provides training and technical assistance to information and referral providers throughout Oregon. It also maintains a toll-free number (1-800-342-6712) which parents can call to find out about information and referral services in their communities.

Liability Insurance

The availability of affordable liability insurance for Oregon child care operators continues to be a major concern. The 1987 Legislature passed legislation, SB 323, to make it possible for child care providers to form a group for the purpose of purchasing lower-cost insurance.

Last year, the Child Care Coordinator and the Oregon Commission on Child Care, together with child care provider organizations and the Oregon Department of Insurance and Finance, sponsored a study by an outside consultant of the feasibility of establishing such a group program. The results of the study will be available later this year.

Parental Leave

The 1987 Oregon Legislature adopted landmark legislation allowing 12 weeks of parental leave for working parents upon the birth of a child, or the adoption of a child under the age of 6. The parental leave period allows a parent time to be with the new child and to make needed lifestyle adjustments (including making child care arrangements).

State as Model Employer

As Oregon's largest employer, the State of Oregon is taking steps to set an example for other public and private employers. All state employees may now set aside all or a portion of dependent care expenses in "pre-tax" flexible spending accounts. In addition, the state contributes \$20 per month to the spending accounts of represented employees.

The Department of General Services has adopted a policy of considering space set-asides for a child care facility when it purchases, renovates or constructs a building for state use.

In addition, Gov. Goldschmidt and Executive Department Director Fred Miller have strongly encouraged state agencies to try innovative new ideas related to the child care needs of employees. More than twenty agencies have surveyed employees'



child care needs and concerns, and 15 to 20 agencies are in the process of taking action to address those concerns. For example, the Department of Transportation is developing two employee child care centers in Salem in collaboration with Chemeketa Community College.

Other projects include development of an in-house parenting library, worksite parenting seminars, and resource and referral contracts. The Executive Department has provided funds to the Child Care Coordinator's Office to support a state agency child care position for one year to work with agencies as they consider and implement work and family programs.

In 1988, state government assisted the Salem Child Development Center in attaining affordable new space for its operations after the facility had lost its lease and was in danger of closing. Through an alliance that included the Governor's Office, the Executive and General Services Departments and the Oregon State Fair and Exposition Center, the center opened a new, expanded facility in the vacant 4-H dining hall on the state fairgrounds.

Children's Agenda & Great Start

On November 28, 1988, Gov. Goldschmidt unveiled budget and legislative proposals designed to encourage more Oregonians, community organizations and businesses to help children better fulfill their potential.

A major part of the Children's Agenda

proposals is a state-community partnership called "Great Start." The program is aimed at stimulating local efforts to help children from the prenatal period to age six. Under the program, each county would be provided Great Start grants to leverage local financial and volunteer resources to address problems and opportunities facing young children, including child care.

For example, under the Governor's proposal, counties would be able to use their Great Start grants to promote early childhood education, conduct fundraising for low-income child care scholarships, establish preschool screening programs, provide child care provider training, and establish outreach programs to help low-income parents.

Federal, Local & Private Initiatives Needed

"Leadership from the federal government on the child care issue is critical — particularly in providing child care help to the working poor. I urge the Congress to pass legislation in 1989 that incorporates the best elements of child care tax credit proposals and the Act for Better Child Care Bill."

Governor Neil Goldschmidt

The United States Congress is currently considering several responses to the nation's child care

MERVYN'S



Dawn Marges, Coordinator of Chemeketa Community College's Services for the New Work Force program and Ron Thomas, Manager of Mervyn's in Salem.

crisis. President Bush and Oregon Senator Bob Packwood have both proposed expanding and re-targeting the federal tax credit for child care so that greater benefits would be provided to lower-income families.

Senators Dodd and Hatch have introduced legislation called an "Act for Better Child Care" (ABC Bill), which would make grants to the states to help low-income families with child care, improve child care access and quality, and expand supply. A third major approach, proposed by Rep. Augustus Hawkins, is targeted to expansion of Head Start, school-age child care, and infant and toddler care.

In May 1989, Governor Goldschmidt wrote to the members of the Oregon Congressional Delegation urging their support for child care legislation that includes tax credit provisions and provides assistance to the states in meeting low-income needs, expanding child care supply, and improving quality.

At the local level, cities and counties around the nation and in Oregon are stimulating the supply of child care through innovative zoning incentives, development fees dedicated to building child care centers, renting vacant public buildings to child care operators, and providing preferential treatment to developers that include child care space in their buildings.

The City of Portland now grants additional building density to developers of buildings in the central city area that include child care facilities. The City of Dallas Planning

Commission recently granted a special zoning variance to Praegitzer Industries to permit the company to construct an on-site employee child care center. The City of Salem sets aside \$7,000 per year for child care for low-income families who may need emergency care to enable attendance at a job interview or alcohol or drug treatment program.

State and local government partnerships also are contributing to child care improvement and expansion. The Oregon Economic Development Department in January 1989 awarded Community Development Block Grant funds to the cities of Independence and Ontario for child care facility construction and improvement projects.

Employers are becoming increasingly important players in child care. It is estimated that 4,000 employers nationwide have programs that in some way support working parent employees, compared to just 100 a decade ago.

National trends are reflected in

Oregon, where the number of employer-sponsored child care centers more than doubled between September 1987 and April 1989. AVIA Athletic Footwear in Tigard, the Eugene Water and Electric Board, St. Anthony's Hospital in Pendleton and the Siuslaw Care Center in Florence are among the Oregon companies now sponsoring or operating employee child care centers. Employers such as Pro-Tem Professional Temporary Service in Portland and The Inn of the Seventh Mountain in Bend are providing assistance to employees in paying for child care. Other employer options include purchasing resource and referral services and offering flexible work policies. Employers offering child care benefits find that such programs can improve employee morale, lower absenteeism, and aid in the recruitment and retention of employees.

Employers also are providing critical support to needed community child care services as a means of addressing employee needs while making a broader contribution. In Linn and Benton Counties, a group of public and private employers was instrumental in the establishment of a new resource and referral service at Linn-Benton Community College. The Mervyn's/Dayton Hudson Foundation in December 1988 awarded \$225,000 to Chemeketa Community College for family day care provider training programs in the four Oregon communities in which Mervyn's has stores. In Portland, KGW developed and is distributing free of charge a pamphlet with tips for parents about how to shop for good child care. Bear Creek Corporation, U.S. West Communications, Jackson County, Red Lion Motor Inns, and Rogue Valley Manor are among the employers serving on a Jackson County task force looking at area child care needs and strategies for addressing them.

FOR MORE INFORMATION

For additional information about Oregon's child care programs and employer-assisted child care contact:

Mary Louise McClintock
Child Care Coordinator
Dept. of Human Resources
318 Public Service Bldg.
Salem, OR 97310
(503) 373-7282

Janis Elliot
Assistant Child Care Coordinator
AFS Springfield Branch Office
P.O. Box 616
Springfield, OR 97477
(503) 726-3530




Neil Goldschmidt
NEIL GOLDSCHMIDT
GOVERNOR

Fall, 1989

Beginning the Road Back:

IMPROVING OREGON'S MENTAL HEALTH AND DEVELOPMENTAL DISABILITY SERVICES



"Basic institutions that we inherited, and that are placed in our trust, are breaking down. And now it falls upon us to fix them, or run the risk of losing our identity and our vision of Oregon as a place where things work. If anyone doubts it, let them visit Dammasch State Hospital. And they will find a roof that leaks, floors that are falling apart, outside walks that are crumbling, and a hot water system that needs replacement. They will find inadequate sprinkler systems and dietary facilities that do not meet our Health Division standards."

**Governor Neil Goldschmidt
State-of-the-State Address
January 9, 1989**

After years of neglect, the 1989 Legislature approved a major portion of Governor Neil Goldschmidt's proposal to repair and improve Oregon's mental health system. While the budget cannot address all the needs of Oregonians who are mentally ill and developmentally disabled, it is the building block for improved services in the next 10 years.

The foundation of the budget is improved community-based care so more Oregonians with disabilities can receive services as close to home as possible. The Legislature provided funds for two new regional inpatient psychiatric units, increased community services to mentally ill children, provided additional help for

persons on the developmentally disabled wait list, continued placement of Fairview residents and provided more early intervention funds.

Some \$3 million dollars in state funds and \$4.8 million in federal funds were also added to the budget for the Department of Human Resources to support adjusting reimbursement levels paid to direct care staff working with community-based providers.

The Legislature also addressed the needs of the division's state hospitals and training centers. Increased staffing was approved for Dammasch and Oregon State Hospitals as well as Eastern Oregon Psychiatric and Training Centers. A capital construction package will correct many of the physical plant needs and fund a plan for the remodeling or replacement of Dammasch, which has become severely overcrowded, is deteriorating rapidly and does not meet modern psychiatric standards.

The 1989-91 budget opens a window, now the challenge is for Oregon's mental health community to carefully mesh its clients' needs with the resources available to insure quality services in the 1990s.

Capital Construction

The Legislature invested \$6.8 million for a variety of one-time construction projects and long overdue maintenance. Approximately \$2 million will be used for projects at Fairview Training Center to continue federal

Continued on page 3

Recovering from Oregon's Recession of Services

During the 1980s, Oregon's Mental Health and Developmental Disability Services Division struggled to provide service to Oregonians with mental illnesses and developmental disabilities.

Because of severe resource limitations and changing regulatory expectations, many people did not receive needed services, and the state failed to keep up with basic repairs and maintenance in its outdated institutions.

On the mental health services side, the problem was largely resource-driven — the result of the state's deteriorating economy in the early-1980s. The recession knocked the wind out of state and county budgets. At the same time, federal funds failed to keep pace with increased demands for services.

Funds for developmental disability services increased but the state faced heavy federal regulation. Because of the focus on Fairview Training Center, the state did not have flexibility to use its resources creatively to establish a broad range of lower-cost services in the community.

During the past three years, Oregon has begun the road back from the recession in mental health and developmental disability services:

In the 1987-89 biennium, a revised civil commitment law has made it easier for people with chronic mental illnesses to receive services earlier. This law was funded with nearly \$7 million in new community services resources. An additional \$1.9 million was also added for expanded mental health services for children and adolescents.

The Governor's Commission on Psychiatric Inpatient Services studied the state's mental health system for nine months and recommended a blueprint for change. The 1989 Legislature responded in a variety of areas in its adopted budget for the Mental Health and Developmental Disability Services Division.

The division obtained a new federal Child and Adolescent System Program grant to plan and coordinate services in the state for children who are mentally ill.

The division also received numerous other grants, including a planning grant from the Robert Wood Johnson Foundation for services to severely emotionally disturbed children in Multnomah County, and a major federal grant to fund services for the homeless mentally ill in Marion and Multnomah counties.

Another grant provides staff and a central office for the Oregon Alliance of Advocates for the Mentally Ill (OAAMI), an advocacy group made up of family members of clients. In addition, OAAMI members now work more closely with the division, holding regular meetings at Oregon and Dammasch State Hospitals.

To improve services for the developmentally disabled, the state has moved ahead on a number of fronts. Fairview Training Center staff moved aggressively forward to improve programming for its residents and correct health and safety concerns following federal decertification. In 1989, at the same time, the division has placed more than 300 residents into community programs throughout the state.

As a result, the state has settled a long-standing lawsuit with the U.S. Department of Justice over condi-

tions at Fairview Training Center. A three-year Fairview plan has also been accepted by the Health Care Financing Administration. Under the agreement, federal Medicaid funds will continue to flow to the training center, as the state continues to make improvements and an additional 300 residents are placed in the community during the next three years.

While the pressure to move so many residents out of Fairview under a tight time frame has strained the system, there are many positive results. Throughout the state, communities are developing the capacity to serve more severely handicapped people. Today many former Fairview residents live in modern, five-bedroom group homes especially designed for people with disabilities. Developmental disabilities programs have progressed, with new innovative supported work programs, family support, and crisis intervention services.

The approval of increased services by the 1989 Legislature means Oregonians with both mental and developmental disabilities will continue to move ahead.



Continued from page 1

certification of the facility. The budget funds remodeling and deferred maintenance at each of the three state hospitals.

At the Oregon State Hospital, two wards will be remodeled to permit transfer of forensic patients to new wards. The forensic building will be refitted with a new heating, ventilation and air conditioning system, and the exterior wall will be replaced. Other changes will include improved campus lighting, electronic security, fire alarms, infection control and roof repair.

The Dammasch State Hospital budget includes minor remodeling and funding of a master plan for future capital construction. A new kitchen will be built and other repairs made at Eastern Oregon Training Center to meet the needs of both the psychiatric and training centers.

Mental Health Services for Adults and Children

The 1989-91 budget appropriates \$3.4 million to phase in two new local psychiatric inpatient units — one in Southern Oregon and one in the Portland Metropolitan Area.

Each of these regional inpatient units will be supplemented with new community residential facilities and expanded funding for additional community mental health services to help clients who are discharged into the community.

Funding is also included within the base budget to continue operation of the Lane County Psychiatric Hospital during the 1989-91 biennium.

As part of the Governor's Children's Agenda, \$1 million was appropriated for the development of specialized children's crisis services by

community mental health programs to serve severely emotionally disturbed children and adolescents. Community crisis, inpatient, shelter evaluation, case management and family treatment services will be available.

With the approval of a \$260,000 appropriation, two new early intervention projects will provide treatment services for children who are at risk of mental illness. This is in addition to continuation of two projects funded in 1987-89.

Increased Staffing

The 1989 Legislature also approved \$3.5 million in funding to add staff in Oregon's mental health system, which will help improve the quality of care and treatment, and help resolve licensing and certification issues at the psychiatric hospitals.

In total, 69 staff positions will be added to Oregon's three adult psychiatric hospitals — Dammasch State Hospital in Wilsonville, Oregon State Hospital in Salem, and Eastern Oregon Psychiatric Center in Pendleton.

Additionally, 14 new staff positions were approved for the Forensic Psychiatric Program at Oregon State Hospital, which will improve the level of treatment and establish a patient work program for individuals who have been found guilty of a criminal offense but are mentally ill.

Two new staff positions were also funded in the office of Mental Health Services. A Nursing Home Reform Specialist will assist counties and the state hospitals to plan and deliver services needed by nursing home patients and required by federal law. A Medicaid specialist will provide consultation and technical assistance to community providers of mental health services.



Community Treatment

The adopted budget implements recommendations of the Governor's Children's Agenda and the Governor's Commission on Psychiatric Inpatient Services.

The budget initiates a new strategy to begin child and adolescent crisis services in the community. Children and their families will be able to access crisis treatment closer to home. This is the first step in reducing the role of the Child/Adolescent Treatment Program at Oregon State Hospital as a crisis unit.

For adults, the new local psychiatric inpatient units continue the implementation of a long-range plan to make community hospitalization available as the alternative of choice when inpatient care is needed. Local or regional inpatient units will serve individuals in psychiatric emergencies on a voluntary and involuntary basis. Patients will be admitted to state hospitals for longer-term care.



Developmental Disability Services

"Together we can weave a fabric of service delivery for these special Oregonians that will provide the kind of care we can be proud of. We are facing a tremendous opportunity. This is a chance not only to strengthen our public system of care, but to renew community involvement at all levels and increase the humane choices for Oregon citizens with developmental disabilities."

Governor Neil Goldschmidt

To address Fairview certification problems, many new community programs were implemented during 1987-89. They include Family Support, Diversion Services, Crisis/Wait-List Beds and a whole range of services for 300 persons transitioned from Fairview to the community through the Community Integration Project (CIP).

Existing services such as case management, residential services and supported employment were also enhanced. Many of these improvements were phased in and funded for only a part of the 1987-89 biennium. The 1989 legislatively-adopted budget contains \$13.6 million to continue these programs for the full 1989-91 biennium.

State funding in both the Mental Health Division's budget and the Department of Education's budget was increased by \$1.5 million to provide for a 15 percent increase in caseload each year.

Community Integration Project

The legislatively-adopted budget provides funds needed to transition 200 residents at Fairview back to the community, with the highest priority given to children. It is anticipated that this phase of the project will be completed in July, 1990 and the Fairview school program will close mid-biennium.

Funding includes \$4.35 million for one-time costs required to start new programs. A portion of this funding will be used in conjunction with funding obtained by the State Housing Agency through a bond sale for construction or renovation of homes. These homes will be designed and furnished to meet the special needs of those returning to the community.

The budget also includes \$640,000 to continue positions in the Office of Developmental Disability Services to assist Fairview and local mental health staff in planning and implementation of new community programs. In the package \$11.3 million in state and federal funds is included to operate the new programs during 1989-91.

Efforts to serve persons on community wait-lists will be aided by \$2 million for services including case management, family support, residential and vocational services. Vocational services include supported employment services to children graduating from high school. An additional \$290,000 has

been targeted in the Vocational Rehabilitation Division's budget for new supported employment start-up.

Immediate transition from school to employment will prevent loss of skills and diminished motivation which occurs when services are not available. In total, over 400 persons on waiting lists will be served.

In addition, the Legislature approved the following changes affecting services for the developmentally disabled:

- **Nursing Home Reform:** To comply with new federal regulations regarding services for individuals with developmental disabilities in nursing homes, \$690,000 has been allocated to fund new review procedures and the provision of active treatment for those individuals who remain in nursing homes.
- **Staffing Levels:** Staffing levels at Fairview were increased during 1987-89 to address certification issues. The increased levels allow better supervision of residents and more training opportunities. The legislatively-adopted budget provides \$16.2 million funding to continue these enhanced staffing ratios for the full 1989-91 biennium. Additional staff was also authorized at Eastern Oregon Training Center.
- **Employee Safety Programs:** Funds totalling \$517,265 were added to both the 1987-89 and 1989-91 budget at Fairview Training Center for an employee health and safety program to reduce workers' compensation costs at the facility.

FOR MORE INFORMATION

For more information contact the Mental Health and Developmental Disability Services Division at 2575 Bittern NE, Salem, Oregon, 97310, or call:

Mental Health Services 378-2460

Developmental Disability Services 378-2429

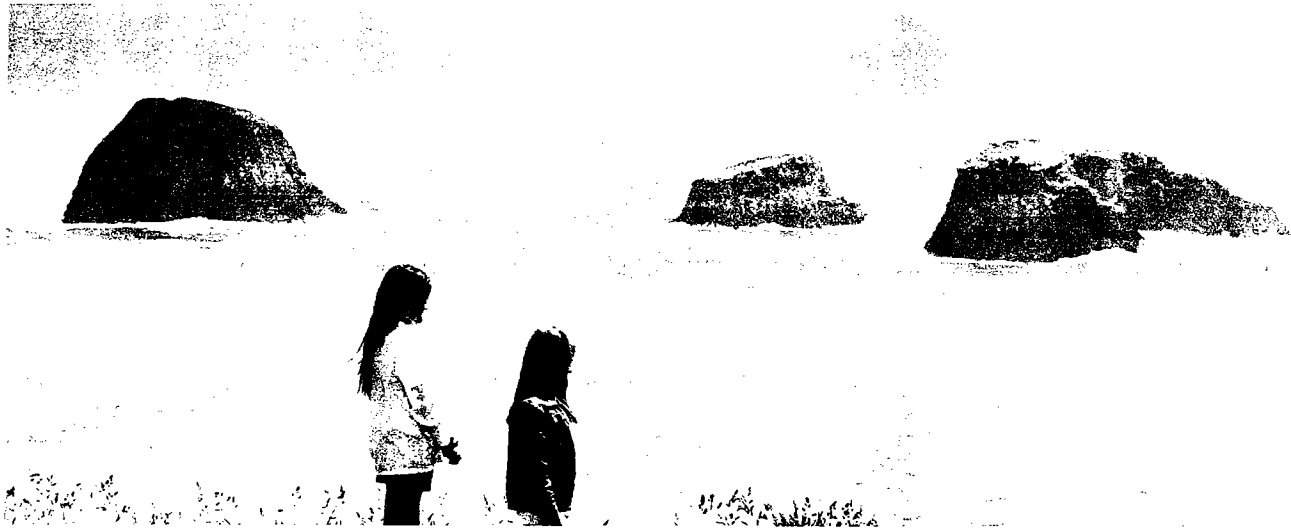
Neil Goldschmidt
NEIL GOLDSCHMIDT
GOVERNOR



OREGON STATE PARKS —

Repairing the System and Renewing the Vision

Fall 1989



View from the cliffs at Ecola State Park.

"The report on Oregon state parks is in — and the report is that there is trouble in paradise. All those feet on all those trails, all those hands on all those faucets, all those cars in all those campgrounds have taken a toll on our facilities. It is time for state government to recognize the fundamental role our state parks and outdoor recreation play in Oregon's economic well-being, as well as the health and well-being of our citizens."

Gov. Neil Goldschmidt

Those were Governor Goldschmidt's opening remarks earlier this year at the unveiling of the Oregon State Parks 2010 Plan. In response to the plan, the Governor announced his intent to create a new state commission and Department of Parks and Recreation to give more visibility and attention

to outdoor recreation and historic sites and buildings in Oregon.

State Parks has had ties with the Oregon Department of Transportation (ODOT) since 1929, and its emphasis has been to serve the highway user. In 1980, voters approved a ballot measure prohibiting use of gas tax funds for parks. As the Parks Division's 2010 Citizen Committee noted, "highways' gain, much needed for maintenance and repair, was parks' loss."

A bill to create a new Parks Department, introduced by State Sen. Jane Cease and Rep. John Schoon, both members of the 2010 Committee, passed during the final days of the Legislature. The new law updates and better reflects the division's current responsibilities, and establishes a single agency to develop and coordinate

comprehensive outdoor recreation policy for Oregon.

The bill creates a seven-member Parks and Recreation Commission appointed by the Governor with Senate confirmation. There will be at least one member from each congressional district in Oregon, and one member from the coast and one from east of the Cascade Mountains.

The new department will be composed of all programs and staff now in the Parks and Recreation Division. The fiscal impact is minimal, because the division will continue to buy its current administrative services from the Transportation Department. The new commission will promote the parks program and work to obtain stable funding to implement the State Parks 2010 Plan.

Trouble in Paradise: Examples of Oregon's Parks Problems

A recent assessment showed the need for replacing 2,300 picnic tables, approximately 20 percent of those in the parks system, at a cost of \$402,000. Also, more than half of the division's 5,800 campsite firestoves need replacing at a cost of nearly \$200,000. Purchase of both tables and stoves has been repeatedly delayed over the years due to budget restraints.

State park buildings are also hard-pressed. At Smith Rock State Park, for example, one small restroom building serves 200,000 visitors per year, many of whom are international climbers. At Tumalo's day use area, 200,000 visitors find small restrooms and cramped parking.

At major campgrounds, visitors find crowded conditions. At Champoeg from June through September, occupancy averages above 100 percent. For the months of July and August occupancy averages 97 and 98 percent at Beachside, 100 and 102 percent at Beverly Beach, 102

percent both months at Bullards Beach, 120 and 150 percent at Deschutes and 97 and 90 percent at The Cove Palisades. *The last major state park campgrounds to be constructed in Oregon were built in 1970 — nearly 20 years ago — at South Beach near Newport and Nehalem Bay on the north coast.*

Since 1980, overnight camping has grown from 1.5 million visits to nearly 2 million visits in 1988, an increase of 25 percent. Day use visits over the same period have increased 8 percent. Both Champoeg and Silver Falls State Parks turn away visitors on summer weekends due to full parking and picnic areas handling at capacity.

The Parks Division has also been unable to remodel buildings to accommodate handicapped users in any comprehensive way throughout the system.

The following are examples of needed improvements at specific state parks:

Fort Stevens State Park (10 miles west of Astoria)

The park has many miles of bicycle trails. Major sections need paving; campground water lines need replacement; four restroom/shower buildings (some built in 1950s) need replacing; and the roof and heating system at the military museum need repair.

Ecola State Park (two miles north of Cannon Beach)

A road leading to the Indian Beach section of the park continually slides, requiring constant repair. A slide last year closed it for several weeks.

Sunset Bay State Park (12 miles southwest of Coos Bay)

The electrical system in the campground needs to be replaced. Hookup boxes at the campsites are rusted and in poor condition.

Umpqua Wayside (seven miles east of Reedsport)

Pit toilets are in poor condition and need to be replaced with a modern block building.

Emigrant Springs State Park (I-84, 26 miles southeast of Pendleton)

A parking lot near the community center used year-round needs to be paved. Adjacent property is available for purchase and, if funds were available, could be used for winter sports and horseback riding.

Statewide

Utilities such as water lines, electrical hookups, and sewage collection systems are old and outdated at many of the State Parks campgrounds built in the 1960s and need to be brought up to present standards. Also, many of the structures do not meet current standards for the physically impaired.



Hikers at Saddle Mountain State Park.

The 2010 Plan . . . Renewing Oregon's Parks

"For 60 years we have taken memories, laughter, knowledge, a sense of heritage, and a sense of place from Oregon's parks. Today, we are going to start giving back. We've been resting on our parks legacy for too long, and the wear and tear in our state parks is showing."

Governor Neil Goldschmidt
August 2, 1989

Prompted by the removal of highway funds for parks in 1980, the lack of other funding for parks repairs, expansions, and new acquisitions, the Parks Division set out to let the public know the state parks story, and ask for its help in planning for the future.

Once the Division decided to proceed, it took a year-and-a-half, and a strong commitment by Parks staff, to formulate the 2010 Plan. Parks began the planning process in early 1987 with its own staff members, asking them to describe their visions of a parks system in the year 2010. Six months and many meetings later, they had a draft plan ready to circulate for public comment.

In December 1987, the ODOT Commission established a 10-member 2010 citizen committee to assist the division with the plan. Committee members, along with staff, spent six months of 1988 hosting town hall meetings statewide to elicit comments on the draft plan.

The 2010 Committee also visited many state parks to better understand the current system. They talked to parks staff, users, hosts and volunteers. During monthly meetings, they reviewed every parks program and began to formulate recommendations for the future.

Late in 1988, Parks staff rewrote the 2010 Plan, based on the comments received from the public and the recommendations of the Citizen Committee. The plan was submitted to the Governor and the Legislature in January 1989.



Silver Creek Falls State Park.

2010 Committee Recommendations

"While state parks appear to be in great shape, actually, park facilities need extensive repair," said Lynn Newbry, of Talent, who chaired the 2010 Committee. "The system has not expanded significantly for almost 20 years because of the lack of funding," he said.

The committee recommended that priority be given to remodeling and repairing existing facilities. The plan proposes building five major parks, adding 100 campsites yearly, and providing more facilities for boaters, hikers and windsurfers.

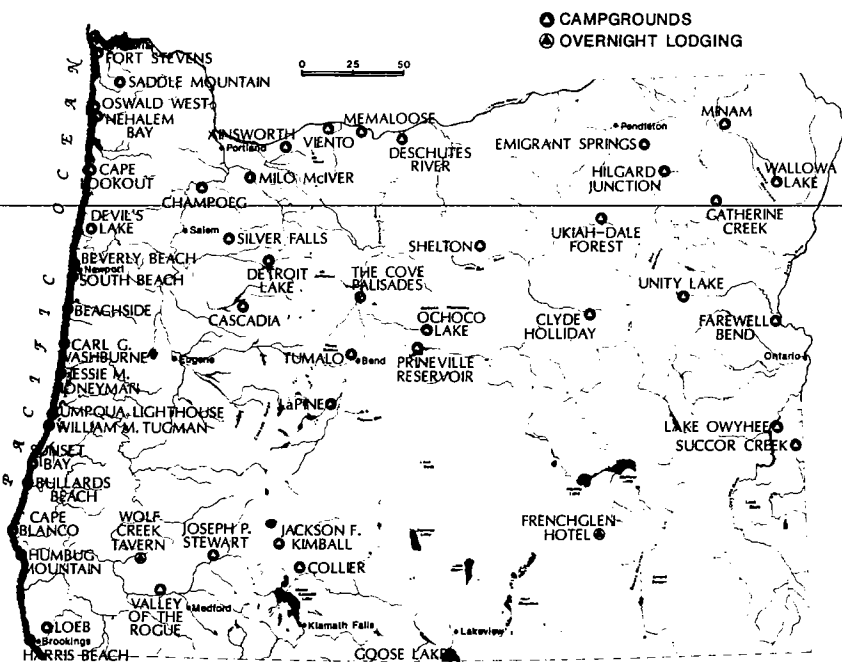
The projects outlined in the plan will require a significant, multi-million dollar investment of public funds between now and 2010. "Decisions about funding the plan will need to be made by the Governor, Legislature, and Oregonians," Newbry said. "We enjoy a park system that was put into place 20 and 30 years ago. We must act now to ensure a similar system for the future."

Other members of the 2010 Committee included Senator Jane Cease, Vice-Chair, Portland; Rep. John Schoon, Rickreall; former Governor Bob Straub, Salem; Don Kerr, Bend; Barbara Walker, Portland; Babette Horenstein, Portland; Sandra Lazinka, Pilot

Rock; John Whitty, Coos Bay; and Cynthia Ford, Medford.

The 2010 Plan proposes solutions to a broad range of problems:

- **Protecting the Investment**
Proposals include remodeling and repairing aging facilities, and hiring more staff over 22 years to keep parks in top-notch condition.
- **Increasing Our Assets**
Proposals include buying lands for five new major parks; building 100 new campsites per year; expanding picnic areas, providing more boating facilities, trails, and windsurfing sites.
- **Preserving Our Heritage**
Proposals include developing or operating a variety of historic sites, building more parks along the Willamette Greenway, and identifying and protecting natural areas and wildlife in all state parks.
- **Telling Others About Our Oregon**
Proposals include constructing five major visitor centers and 25 smaller facilities to tell more about Oregon's history, geology and wildlife.
- **Increasing the Return**
Proposals include a marketing program to promote state parks, developing partnerships with others, and enhancing use of volunteers in state parks.



Parks, Historic Sites, Tourism and the Economy

"For tourism to play an important role in Oregon's economic future, we must have a parks system that is well-maintained and ready for use. We must do a better, more aggressive job preserving our state historic sites and buildings. We must protect the new rivers recently added to the state and federal scenic rivers system."

**Gov. Neil Goldschmidt
January, 1989**

State parks and historic sites are major attractions and a large factor in many communities' economies. About \$285 million annually is generated in Oregon directly or indirectly through the presence of state parks.

State parks attracted 38 million visitors last year, ranking Oregon fifth in the nation in park use among state park systems. (Oregon ranks 30th in population.)

Two-thirds of all pleasure travelers visit a state park while in Oregon. Campgrounds were the most extensively used accommodations. More than half of all visitors interviewed spent at least one night in an Oregon campground—41.6% exclusively.

A recent state park visitor survey shows that the most popular state park visitor activities are relaxing,

viewing scenery, enjoying solitude, wildlife viewing and picnicking.

Historic sites and areas are also important visitor attractions, with over half of all visitors to Oregon stopping at a historic location. Historic buildings and sites are also important to current and future generations of Oregonians — reminding them of Oregon's unique heritage.

Among the recreational activities expected to have high growth in Oregon over the next 22 years are day hiking, bicycling, nature study/wildlife observation, outdoor photography, visiting interpretive centers and museums, and recreational vehicle camping.

A Brief History of Oregon Parks and Recreation

There are traces of what was to become the Oregon State Parks system dating back more than 75 years, to 1913.

The system did not officially come into being until 1929, however, when Governor I. L. Patterson appointed the first state parks commission. Samuel H. Boardman was designated as the first superintendent of state parks.

Parks and Recreation was a branch of the Highway Division until it was

established as a separate division of the Department of Transportation by the Legislature in 1979.

Until 1989, it was the only state parks system in the nation located within a transportation department. This arrangement occurred because the division was created, at least in part, as an outgrowth of an attempt to preserve the scenic beauty along Oregon's highways. In essence, Oregon State Parks began primarily as a system of highway road stops and scenic areas.

The early years of the system were generally devoted to acquisition and preservation efforts, followed after World War II by development of recreational resources. Dual roles for the agency—protection of natural resources and supply of recreation opportunities—took shape over time.

David Talbot has been the State Parks administrator since January 1965. His long tenure exceeds the 21 years served by Sam Boardman and all other current state parks directors in the country.

FOR MORE INFORMATION

If you would like more information about Oregon's new Parks and Recreation Department and programs, please call 378-6305 or write:

**Oregon Department of Parks
and Recreation
525 Trade Street SE, #301
Salem, OR 97310**

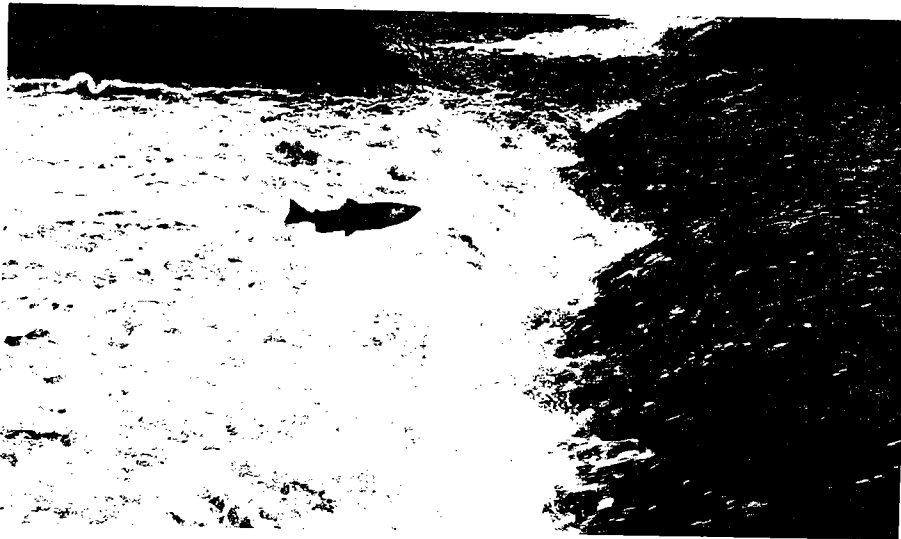
Neil Goldschmidt
NEIL GOLDSCHMIDT
GOVERNOR



Fall 1989

PROTECTING OREGON'S INVESTMENT

A Program to Restore and Enhance Oregon's Fisheries



"Most of our state hatcheries are well over 50 years old, and we have deferred maintenance on them for over ten years. My friends, perhaps it is time to ask the question, who are we? Are we a people who will continue to live off our inheritance until we have nothing left for our children? . . . Now is the time to act — boldly and forcefully — and reclaim our vision of an independent and prosperous Oregon."

**Governor Neil Goldschmidt
State-of-the-State Address
January 9, 1989**

Anyone who fishes knows that reeling in a big one depends on several things: The right bait, a great fishing spot, and just a little luck.

It also depends on a supply of fish.

Today, Oregon's supply of fish is in jeopardy. State hatcheries, many of which have served the state for over a half a century, are in a severe state of disrepair. Huge public

investments in state hatcheries and related equipment are in danger of being lost. As a result, Oregon is at risk of losing its ability to maintain current levels of fish in its waterways.

Meanwhile, recreational, commercial and tribal fishing demands are on the rise. Nearly a million Oregonians fish annually, with freshwater fishing generating \$325 million in personal income for Oregonians each year.

Further, Oregon's population is expected to grow by 1 million over the next 20 years. The demands on our fish resources will expand significantly, and our fish supply must keep pace with that growth. Fishing is also helping fuel Oregon's dramatic increase in tourism.

The Legacy of Neglect

The Fish Restoration and Enhancement Program, proposed

by Governor Goldschmidt and approved by the 1989 Legislature, will provide for the repair and modernization of hatcheries and production equipment, fund stream habitat improvements to increase natural production of fish and protect critical spawning areas, and increase access to fishing areas, especially for the disabled.

Expenditures for maintenance and construction of state hatcheries, adjusted for inflation, increased for three decades, from the 1950s until the end of the 1970s (see chart).

However, with the recession of the early 1980s, Oregon neglected its hatcheries, deferring all but routine maintenance, and making few needed investments. In total, investments in state hatchery maintenance and construction declined dramatically in the 1980s compared to the 1970s.

Beginning the Fish Restoration and Enhancement Program

On June 29, 1989, Gov. Goldschmidt signed into law HB 3336, beginning the first phase of a far-reaching fisheries restoration program. The Legislature allocated about \$5 million in user fees and lottery revenues to operate the program for its first two years.

The Fish Restoration and Enhancement Program is divided into eight major program areas:

Examples of Oregon's Hatcheries in Disrepair

All over Oregon, state hatcheries are literally falling apart: Hatchery ponds are cracking, pipes are leaking, and pumping equipment aging. A survey of just four of Oregon's 35 hatcheries demonstrates the need for system-wide repairs and modernization:

Cedar Creek Hatchery (Tillamook County): Built in 1922, this hatchery produces cutthroat trout, summer and winter steelhead, fall and spring chinook and coho salmon. Needed repairs include reroofing seven buildings, building a spawning room heater and incubation building, new electrical wiring to all ponds, and cement pads to load liberation trucks. A pond built in 1935 needs to be replaced, as do the original wooden holding pens. Further, a rotting pipeline could break anytime, ruining the entire hatchery production. Total estimated costs: \$1.5 million.

Klamath Hatchery (near Klamath Falls): Opened in 1923, this hatchery produces brook, rainbow and cutthroat trout. Unless repairs are made soon on the main water supply structures, the entire production in the hatchery building may be lost. Covers for nine ponds are needed to eliminate fish loss, three buildings need reroofing, wooden pond railings should be replaced and one pond remodeled. Total estimated costs: \$694,000.

Oak Springs Hatchery (Central Oregon): Located on the Deschutes River, this facility was opened in 1921, producing rainbow trout and summer steelhead. Needed repairs include rebuilding ponds that are almost 70 years old and badly deteriorated, repainting

and reroofing, new walkways and railings, new subfloor and floors in offices and restrooms, replacement of wooden pond screens, and installation of an irrigation runoff system. Total estimated costs: \$2.6 million.

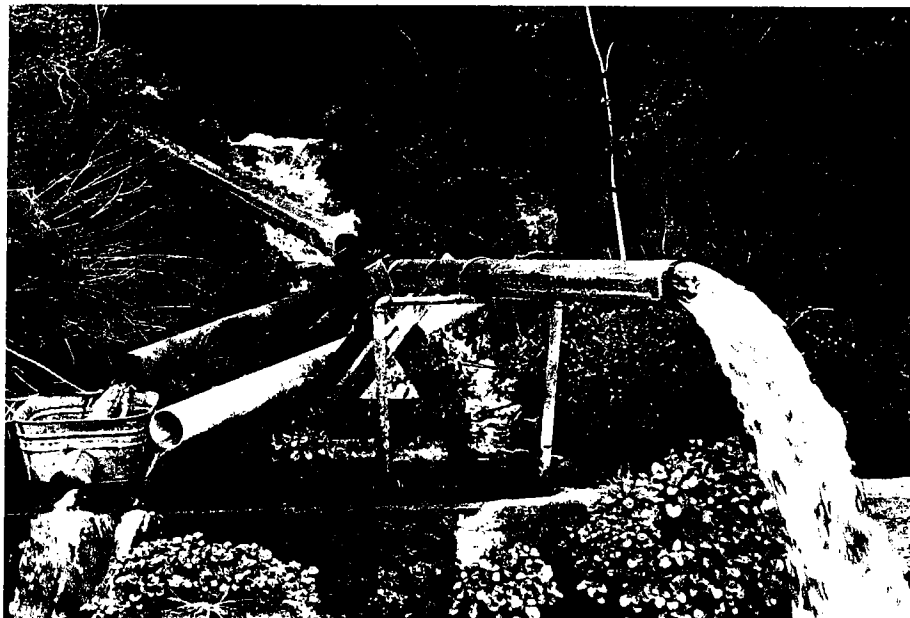
Elk River Hatchery (near Gold Beach): Situated on the south coast and opened in 1968, this hatchery produces winter steelhead and fall chinook. Elk River's needs include converting burrow ponds to raceways to control disease, building a pollution pond and dam, and replacing wooden adult holding pens with aluminum dividers. Total estimated costs: \$457,000.

Continued from page 1

- **Hatchery Repair and Modernization** — The most pressing problems plaguing Oregon fisheries are the cracked production ponds, rotting cement and leaking pipes, and outdated and inefficient equipment. Restoration of Oregon's fisheries will require that these facilities continue to operate at optimum production levels. Modernization and replacement of inoperative or outmoded equipment, including

the liberation equipment and trucks that transport the fish for release in the wild, will prevent fish losses and increase efficiency.

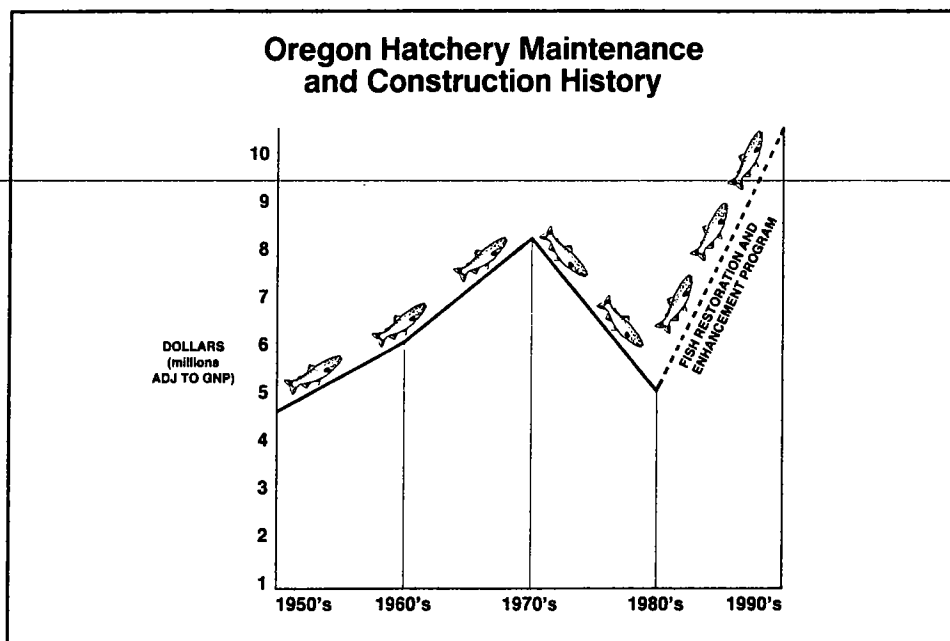
- **Increasing Natural Production** — The population of salmon, trout, steelhead, warmwater and other fish species in the wild will be increased through habitat improvement projects. These include improving spawning areas, repairing damaged fishways, identifying barriers to fish movement and providing needed passage, development of freshwater rearing impoundments with an emphasis on increasing warmwater fish populations and angling opportunities, and increased broodstock development programs to enhance existing hatchery stocks.
- **Hatchery Production** — Fish production at Oregon hatcheries will be increased through reprogramming of rearing facilities, expanding and remodeling existing hatcheries, and using new practices to improve the survival rate of hatchery fish.
- **Marine Resources** — Little is known about many of the marine fish and shellfish off the Oregon coast, including their habitats, populations, and opportunities for



Outdated water distribution system at Oak Springs Hatchery.

enhancement. Saltwater fish and shellfish populations will be examined and programs initiated to collect information on the status of marine species in order to **enhance stocks and increase** recreational and commercial use.

- **Expand and Diversify Angler Access** — Additional access routes to fishing areas, especially for the disabled, will be created to provide diverse opportunities for freshwater and marine recreational use. Projects include improving parking areas; developing fishing platforms, piers, and floating docks; improving bank access in metropolitan areas; installing permanent steps, and improving trails and roads to shore sites; developing and improving small boat launching sites; and developing cooperative agreements with private landowners or government entities to allow angler access to streams, lakes or private ponds.
- **Identifying Needs and Opportunities for Enhancement** — Statewide and basin fish management plans will be developed and implemented that identify habitat enhancement opportunities, and information files will be created that can be accessed by other land or water managers.
- **Public Involvement** — Citizen participation in fish restoration and enhancement efforts will be encouraged and increased through volunteer efforts such as the STEP program (see inset), the Oregon Youth Conservation Corps, and the Governor's Watershed Enhancement Program. These programs use extensive volunteer help — stretching dollars and increasing public awareness — on projects ranging from stream surveys, restoring streambanks and adjacent lands, habitat enhancement, egg incubation, broodstock development, and fish rearing.
- **Federal Funding** — Help will be sought from the federal government to supplement the state's fishery efforts and investments.



Financing the Program

The Fish Restoration and Enhancement program is projected to operate for the next six years, with an eventual investment of approximately \$15 million. Priorities on which areas will be tackled first will be developed in cooperation with a special public task force, representing various groups whose interests range from commercial salmon harvesting to wild trout production.

Since the rewards of the program will benefit both commercial and sport fisheries, both user groups would share the costs of implementation. Funds will be raised over the six-year period through increased user fees, commercial permit charges, and commercially-caught salmon poundage fees. These will be combined with normal department operating dollars, revenues taken from the Oregon State Lottery, as well as additional funds that have been committed from the private sector, to cover the needed expenditures.

A two-year surcharge on some sport and commercial fishing licenses and fees, effective January 1990, will raise more than \$3 million over the next two years, with all revenues from the fees earmarked exclusively for the Fish Restoration and Enhancement Program. Up to \$1.75 million in state lottery funds have

also been earmarked for the next two years.

During the first two years of the program, efforts will be targeted on restoration work at hatcheries, stream surveys and inventories, fish passage improvements and public access, and natural habitat improvement projects. The program and user fees must be reauthorized by the 1991 Legislature.

Benefitting All Oregonians

The overall effect of the Fish Restoration and Enhancement Program will go far beyond the obvious benefits for those Oregonians who enjoy fishing in the state's waterways.

The program will support and improve Oregon's commercial fishing industry, providing additional jobs, expanding businesses and increasing personal income.

It also will help to expand Oregon's tourism industry by providing better recreational fishing opportunities. Commercial fisheries also support tourist traffic by providing fresh seafood and offering views of commercial boat and port operations.

Oregon's environmental beauty and rich natural resources — including our fish resources and the unspoiled lakes and rivers in which they thrive

— have always been a major part of our enviable quality of life.

The Fish Restoration and Enhancement Program is an important element in maintaining and enhancing Oregon's quality of life, and will ensure that future generations will enjoy the same resources as we do today.

Taking the First Steps

The bill creating the Fish Restoration and Enhancement Program called for appointment of a citizen review board to study potential projects and make recommendations to the Fish and Wildlife Commission.

On July 14, 1989, Oregon Department of Fish and Wildlife (ODFW) director Randy Fisher announced the seven appointees to the board. Three members will represent the commercial fishing industry, three will speak for sports interests, and one member is appointed as an at-large public representative. Members include:

Jim Bussard — Bend, a civil engineer and member of the River Mitigation and Enhancement Committee and the Basin Resources Commission in Deschutes County.

Herb Doumitt Jr. — Aloha, a businessman and member of the Oregon Bass and Panfish Club and ODFW Freshwater Working Group.

Bruce Hansen — Portland, a business owner, commercial fisherman and member of the Northwest Gillnetters Association.

Merle Johnson — Coos Bay, manager of a seafood processing firm and member of the Oregon Salmon Commission.

Dale Pearson — Portland, a retired businessman and now a part-time staff person for Oregon Trout and member of several conservation organizations.

David Schlip — Pacific City, a commercial fisherman and member of the Oregon Salmon Commission.

Blanchard Smith — Lincoln City, natural resources director of the Association of Northwest Steelheaders and member of several fishery advisory groups.

How to Help: Salmon Trout Enhancement Program

The Fish Restoration and Enhancement Program is one of three state programs that relies extensively on volunteer help.

The Oregon Youth Conservation Corps, begun in 1987, provides jobs to young people on projects that protect and preserve Oregon's natural resources. The Governor's Watershed Enhancement Program, also begun in 1987, makes extensive use of volunteer help and provides grants and technical help to keep watersheds healthy, promote natural methods to restore streambanks, adjacent lands and nearby uplands.

For many years, the Oregon Department of Fish and Wildlife has worked with the public on a variety of cooperative projects to improve and enhance fish habitat. In 1980, under legislative direction, the Oregon Fish and Wildlife Commission initiated the Salmon Trout Enhancement Program (STEP), which emphasizes the rehabilitation and enhancement of wild fish populations through volunteer public involvement.

Since its inception, STEP has had enthusiastic public response and participation. Thousands of Oregonians have donated money, material, equipment, and thousands of hours of time and labor, and the results have been significant.

STEP volunteers have completed stream habitat improvement projects, conducted surveys, and made many other meaningful contributions to the fishing resources of Oregon. Any volunteer project which enhances Oregon's fish and their habitat is a possible STEP project, including educating

local communities about the program and its concerns.

Volunteers continue to increase in number, and people of all ages and abilities have become involved, but more help is needed. You can insure that there will be rivers to fish and salmon and steelhead to catch far into the future by becoming involved as a STEP volunteer. To involve yourself or your organization, or to find out information about projects already in progress, contact:

Rich Berry, STEP Coordinator
Oregon Department of Fish and Wildlife
P.O. Box 59
Portland, Oregon 97207

Include your name, address, phone number, and the name of any club or organization that is involved. Oregon's fish need your help now.

For More Information

If you would like more information on the Fish Restoration and Enhancement Program, please call 229-5503 in Portland, or write:

Fish Restoration and Enhancement Program
Oregon Department of Fish and Wildlife
P.O. Box 59
Portland, OR 97201





October 1989

Carrying the Comeback to every corner of Oregon....

Bringing Economic Development To Rural Oregon

The Challenge... The Goal

In January, 1987, the immediate priority facing the state was economic recovery... bringing Oregon back from the depths of the last recession. A fundamental premise of this mission was that for the "Oregon Comeback" to be meaningful, it would have to reach every corner of Oregon. For it to be successful, it would have to build on existing regional strengths and assets and add recession-proofing diversity to local industrial mixes.

The Oregon Economic Development Department has been a lead agency in carrying out the "Oregon Comeback." After a sweeping reorganization to create a unified structure that effectively coordinated the major state and federal programs aimed at economic development—business development and business finance, community development, international trade, job training, ports, and tourism—the OEDD was ready to embark on its task with a renewed sense of internal partnership, purpose and a stronger-than-ever lottery-funded arsenal.

But for the "Comeback" to come true, it would take more than the OEDD to get the job done. It would require state agencies such as OEDD, the Department of Environmental Quality, Department of Transportation and Department of Insurance and Finance to work together as a single team to



Photo by Calvin Hull

Bayliner's \$5 million boat manufacturing plant in Roseburg is one of the hundreds of new investments which have taken place in Oregon since 1987. Projects such as this are bringing much needed economic diversity to rural Oregon.

overcome the many obstacles facing business location or expansion. More than that, it would take a new level of partnership between state and local government and the private sector if Oregon's various regions were to take charge of their own economic destinies and garner the greatest results from limited resources. Above all, Oregon counties would have to be partners instead of competitors.

Oregon's economy made important headway in 1987 and 1988 as a resurgent, confident economy expanded by 94,000 jobs. Ongoing tracking predicts 1989 will continue the upward trend. Just as impressive are the recent figures on investment in the state: \$800 million in completed or announced investments involving the Oregon Economic Development Department since July 1987, with another

\$700 million in investments pending permits for two pulp mills. This unprecedented level of activity is projected to create over 9,400 new jobs and save over 2,600 existing jobs when these 206 projects reach fruition.

But has "the other Oregon," the one outside the Portland metropolitan area and the Willamette Valley, seen its share of this phenomenal rebound as Oregon emerges as a national leader in non-agricultural job growth? What are some of the economic development programs that now enable Oregon to capitalize on opportunities when they present themselves or create them when they don't? And what plans are there to build on this momentum and ensure continued success for all of Oregon in a dynamic and changing global economy?

Programs That Empower Oregon's Regions

Economic stability, growth and diversification need a visionary plan to guide it and a variety of primary and supporting programs to drive it. Oregon has added tremendous depth to its "tool box" of economic development programs in the last two years, programs which bring the necessary synergy to regional efforts and the site-specific muscle to make things happen.

"Adequate capacity for growth, availability of capital and a trained work force are major criteria businesses analyze when making their site selections," says Bob Buchanan, director of the Oregon Economic Development Department. "We're fortunate Oregon now has the programs in place that enable its economic development teams to respond positively throughout the state when those concerns might derail a project elsewhere."

One program in particular played a key role in making sure every region of the state would have its share of the Oregon Comeback.

The Regional Strategies Program

The cornerstone of the "Oregon Comeback" was an innovative approach called "Regional Strategies." The program was designed to encourage counties to work together; to consider all strategy options; to select a strategy of choice which builds on the existing assets and opportunities in a region; and to recognize the role of all state agencies, local governments, the private sector and the federal government in the strategy.

The Regional Strategy program promoted partnership and leveraging of support through a focused strategy. It did this by building on the region's assets without regard to county boundary and by requiring a substantial private and local match to the state funding requested. Independent of funding, hard work in this process has

Continued on page 4

Spreading Economic Health

Centers of Energy

A picture is still worth a thousand words, and in this instance its worth \$1.5 billion in completed or planned investments. This visual tour of Oregon via the map on page three shows tremendous balance in the regional distribution of these hundreds of investments as well as in job creation and retention. Equally as important, these projects represent a dynamic mixture of new industries in rural communities as well as developments which serve to expand and enhance well-established economic staples.

Southern Oregon

Economic diversification is the operative phrase when one examines development activities in Roseburg since 1987. Long-steeped in a tradition of timber-related manufacturing, three of Roseburg's four recent major investments bring entirely new dimensions to the area.

A coordinated effort by local officials, private companies, and the state's Southern Oregon Regional Business Development Officers led to Roseburg's success in landing Bayliner's \$5 million fiber-glass boat manufacturing plant, bringing 150 new jobs to the area.

One year later, that same determination resulted in the announcement that Alcan, a free-world leader in aluminum products, would site its new \$20 million, 200,000 sq. ft. wire cable manufacturing facility with another 150 jobs in the same industrial park. Weyerhaeuser's new pole plant will join them as neighbors in October, adding vital support to the area's wood products industry and creating 35 new jobs. Meanwhile, just down the road in Riddle, Glennbrook Nickel Co. invested \$15 million to reopen a closed smelter operation, providing full-time, family wage employment to over 200 local residents.

This pattern of building on strengths while injecting new vitality into rural communities is being repeated in every region of Oregon.

Central Oregon

The Bend-Redmond area of Central Oregon, which has a strong base of forestry, agricultural and tourism industries, has recently attracted a variety of diverse light manufacturing companies. Advanced Power Technology, Bend Millwork Systems, Beverly Pacific, Schlosser Casting and Tru Line Manufacturing are just a few of the recent investments this region has added to its picture of prosperity. These five projects alone total over \$15 million in new plant or expansion activity leading to over 440 new jobs in industries ranging from exotic metals to secondary wood products manufacturing.

Northwest Oregon

St. Helens in Columbia County exemplifies the results which can be attained when a local community and the state put their heads together to spur economic growth and diversification. An abandoned Owens-Corning facility sat as constant reminder of jobs lost in the last decade. But cold-call initiative on the part of the Port of St. Helens and deal closing assistance from the state turned that reminder of the past into a bridge for the future when the team succeeded in bringing Armstrong World Industries's ceiling tile manufacturing operation to the site. This \$15 million project by the Pennsylvania-based Fortune 500 company will create 190 direct new jobs in the first year of its operation.

Similar efforts by St. Helens landed Letica Corporation, a Michigan-based plastics manufacturer whose \$6 million investment in a new, state-of-the-art facility on Port-owned land created 100 new jobs. But local/state cooperation hasn't only aided recruitment efforts. A lottery-funded loan helped purchase new equipment for Columbia Packaging, Inc., adding nine new jobs to the operations of this employer of the handi-capped.

State of Oregon Economic Development Department *Successful Business Cases by Region*

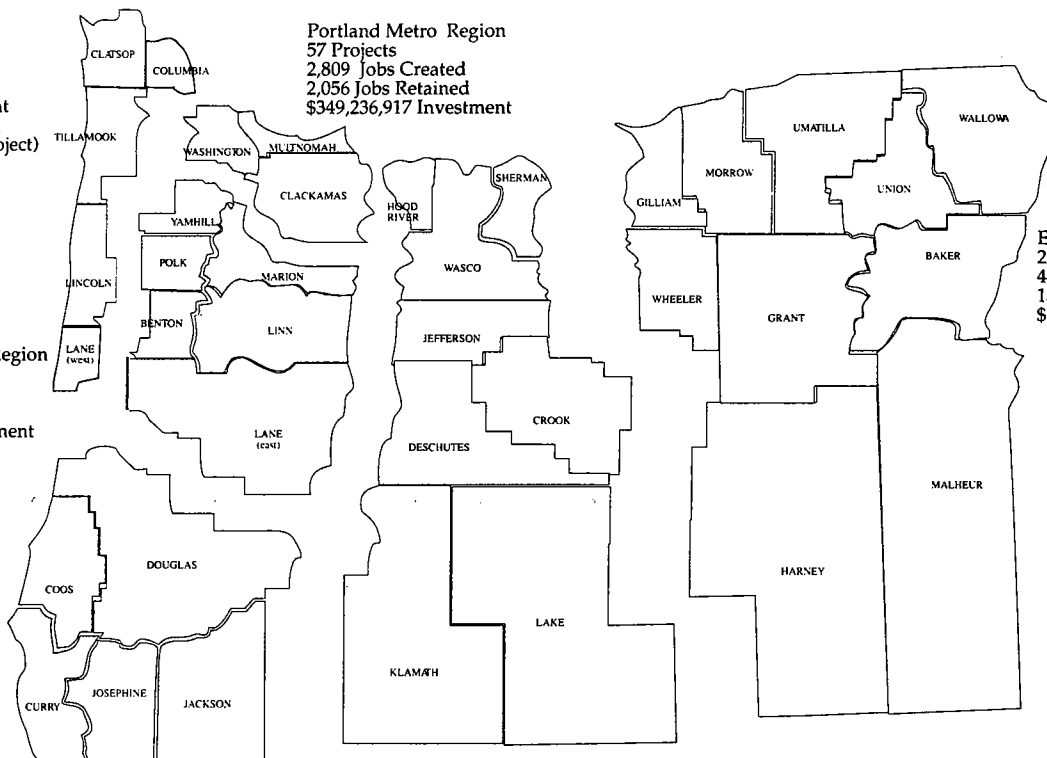
July 1, 1987 - June 30, 1989

North Coast Region
36 Projects
1,715 Jobs Created
200 Jobs Retained
\$594,823,293 Investment
(including \$400 Million
WTD Pulpmill Project)

Portland Metro Region
57 Projects
2,809 Jobs Created
2,056 Jobs Retained
\$349,236,917 Investment

Willamette Valley Region
36 Projects
1,274 Jobs Created
57 Jobs Retained
\$149,755,317 Investment

Southwest Region
18 Projects
1,232 Jobs Created
\$53,007,764 Investment



Eastern Region
21 Projects
489 Jobs Created
150 Jobs Retained
\$17,099,394 Investment

Central Region
38 Projects
1,896 Jobs Created
171 Jobs Retained
\$338,286,489 Investment
(including \$300 Million
Westbrook Pulpmill Project)

Statewide: 206 Projects

9,415 Jobs Created

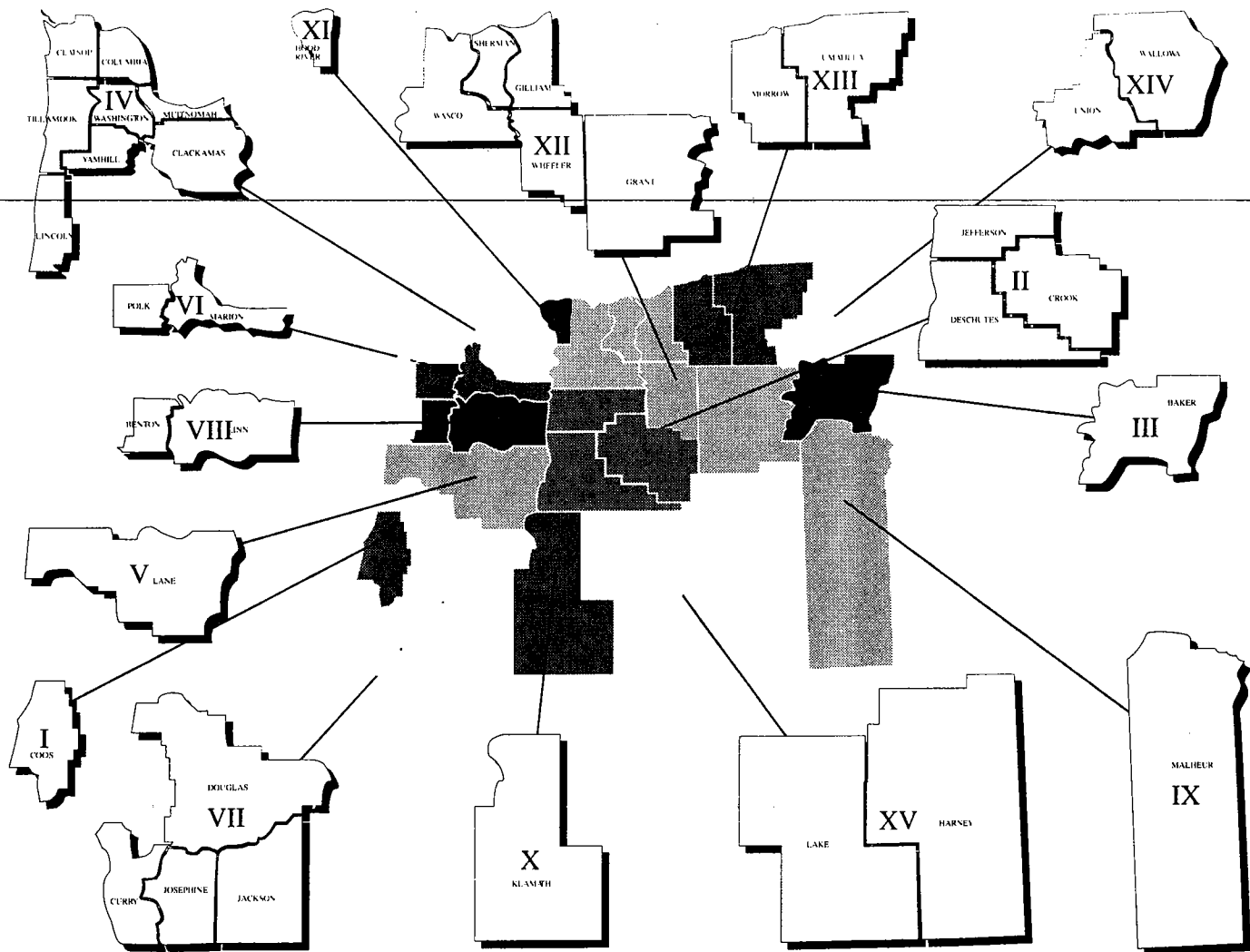
2,634 Jobs Retained

\$1,502,209,174 Investment

Eastern Oregon

Two hundred miles to the east, the city of Hermiston sought to support, enhance and expand its agriculturally-based economy. This course of action resulted in the location of two major food processing plants by Norpac Foods and Dehydration Specialists, a total investment of \$11 million which will create 100 permanent jobs, over 200 seasonal positions, and bring new diversity to local crops and the markets in which they are sold.

Not surprisingly, and not by accident either, these facilities dove-tail perfectly with Morrow-Umatilla counties' "Jobs Through Value-Added Agriculture," the local response to Governor Goldschmidt's plan to assist every part of the state achieve its own economic comeback through strategic planning, economic diversification and growth: The Regional Strategies Program.



I. Coos County
Maritime Trade

II. Central Oregon
Tourism

III. Baker County
Tourism

IV. Oregon Tourism Alliance

V. Lane County
Technology Transfer

VI. Marion and Polk
Agriculture

VII. Southern Oregon
Tourism

VIII. Linn/Benton
Technology Transfer

IX. Malheur County
Agriculture

X. Klamath County
Technology Transfer

XI. Hood River County
Agriculture

XII. North Central Oregon
Tourism

XIII. Morrow and Umatilla
Agriculture

XIV. Union and Wallowa
Secondary Wood Products

XV. Harney and Lake
Secondary Wood Products

Regional Strategies Program

The Regional Strategies Program used \$25 million in lottery funds to leverage another \$231 million in additional funding from other private, local, state and federal sources. The program was the cornerstone of bringing the Oregon Comeback to all of parts of the state.

Continued from page 2
had other payoffs. Many counties learned the benefits of a process that encourages a dialogue within the between counties and helps establish regional priorities on highway improvements, forest plans, regional strategies and other economic concerns.

On June 19, 1989, county representatives and elected officials from across Oregon were on-hand as Gov. Neil Goldschmidt announced the approval of the state's final two regional strategies, and joined in a celebration marking the successful conclusion of the Regional Strategies Program's first round of funding and implementation.

"The 'Oregon Comeback' won't be complete until it has reached every part of Oregon, and that is what the Regional Strategies Program was designed to accomplish," Gov. Goldschmidt said. "By taking inventory of their local assets and by identifying shared economic goals and opportunities with their neighbors, Oregon counties are leveraging resources for the greatest impact on their own economic destinies. The partnership aspect

of the program is one of its most enduring features, laying the foundation for future joint ventures."

Oregon's 36 counties worked together to form 15 different regional strategies, using the program's \$25 million in lottery funds to leverage or take advantage of another \$231,253,182 in additional funding from local, state, federal and private sources. The State Employment Division has estimated that 15,000 new jobs will be created in Oregon during the next three to five years as a result of the 142 projects which comprise the foundation of the strategies developed in the first biennium of the Regional Strategies Program.

Twenty-one counties formed five regional strategies focusing on tourism, utilizing \$15,518,248 in Regional Strategies Funds to dovetail with another \$174,385,127 in other funds.

Six counties formed four regional strategies to pursue agricultural opportunities, receiving \$3,656,110 in Regional Strategies Funds and leveraging another \$9,980,400.

Technology transfer was selected by four counties in three different strate-

gies, drawing upon the Regional Strategies Fund for \$4,361,962 and other sources for an additional \$41,933,955.

Secondary wood products was the choice of four counties in two separate strategies, receiving a total of \$921,000 in Regional Strategies Funds and leveraging another \$6,072,000.

One county selected maritime trade as its strategy of choice, with \$542,680 in Regional Strategies Funds augmented by \$4,917,000 in other funds.

In terms of Regional Strategies funding distribution, Eastern Oregon received \$5.2 million at a per capita rate of \$14.35 while Western Oregon received \$19.8 million at a per capita rate of \$8.48.

The diversity of strategies, each supporting one of Oregon's key industries, underscores the wealth of opportunities this state has to shape its future well-being. The targeted, strategic approach of the regional strategies process has enabled counties to get the greatest return on limited resources, and it is hoped counties will continue to build on these investments while simultane-

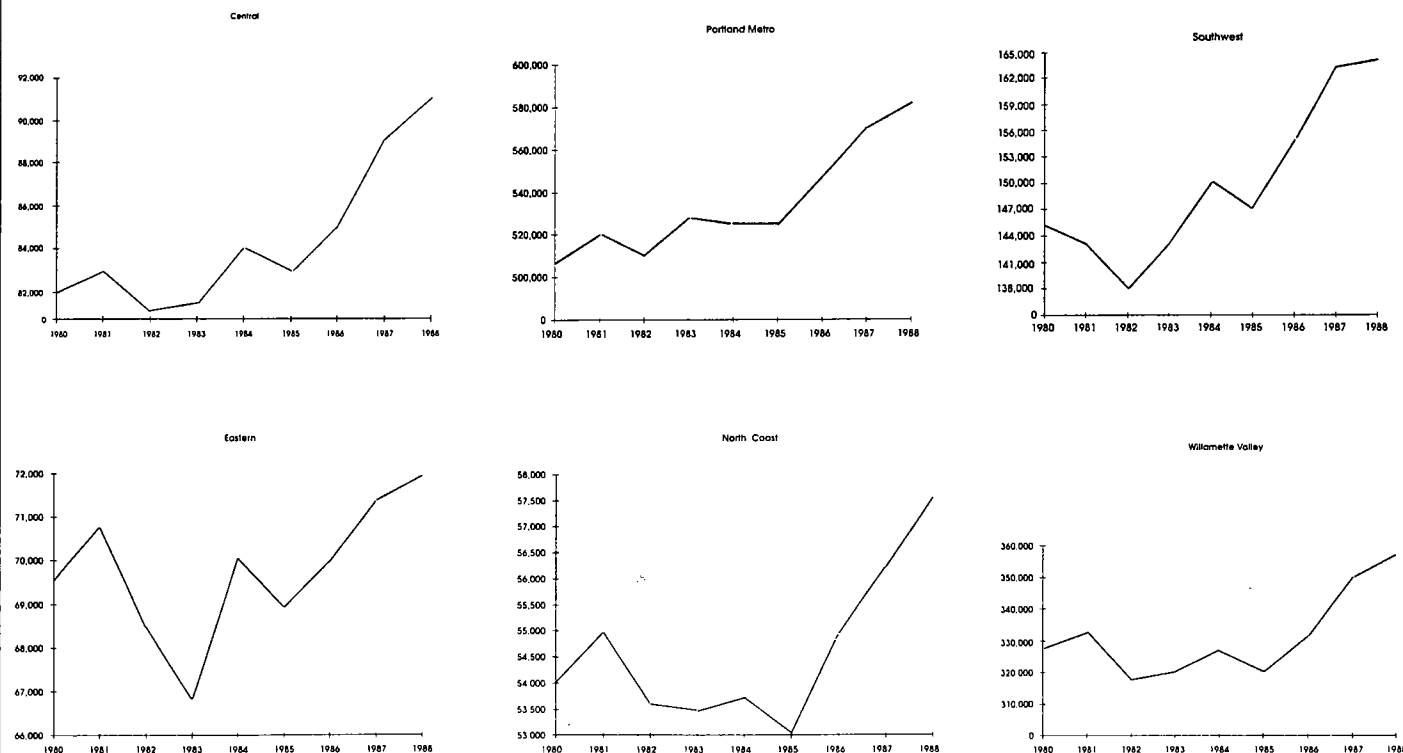
ously pursuing the full spectrum of other economic development opportunities available to them.

The largest single regional strategy is the Oregon Tourism Alliance comprising the eight counties of northwestern Oregon — Clackamas, Clatsop, Columbia, Lincoln, Multnomah, Tillamook, Washington and Yamhill — in an exemplary partnership of urban and rural counties.

The Oregon Tourism Alliance turned diversity into opportunity by using the new Oregon Convention Center in Portland as a central "magnet," with a series of satellite attractions, such as the Oregon Coast Aquarium in Newport, to draw visitors into the region.

Successes such as this during the first go-round of the Regional Strategies Program prompted the legislature to grant the program \$23,850,000 for a second biennium. Other key economic development programs, many of which were called into play in support of the Regional Strategies Program and other projects, also received renewed funding for 1989-1991, refilling the tank that will fuel Oregon's economic growth.

Oregon Employment by Region 1980-1988



Oregon is now a national leader in non-agricultural job growth. As these graphs clearly depict, each region of Oregon is making a tremendous comeback from the depths of the last recession.

Other Economic Development Tools

The lottery-funded **Special Public Works Fund** was instrumental in nearly every one of the business development cases cited above. Created by the 64th Legislative Assembly as a key component to implement the Oregon Comeback, the SPWF gives communities the means to provide the infrastructure necessary for plant location or expansion. In the last two years, 69% percent of the funds awarded have gone to communities in rural Oregon in support of 34 projects which will ultimately create 481 new jobs. It has received funding of \$15 million for the 1989-91 biennium.

The **Oregon Business Development Fund**, a small business financing program available to manufacturing, processing and tourism-related businesses, is another lottery-funded program with the same track record of assisting economic development in rural Oregon. Since the program was first created, \$5.5 million have been issued through 67 different loans, two-thirds of which are in rural Oregon. Of the 842 jobs the OBDF is projected to create in Oregon, 561 are with businesses located in rural Oregon. The OBDF received \$1.75 million to recapitalize its funding resources for the 1989-91 biennium.

The **Enterprise Zone Program** of property tax relief for companies which locate or expand their operation in "economically lagging areas" has made important contributions in the effort to bring economic development to rural Oregon. Twenty six of the state's 30 designated Enterprise Zones are in rural communities such as Astoria, Tillamook, Toledo, Coos Bay, Klamath Falls, Hermiston and Vale. In 1989, 34 companies utilized to Enterprise Zone program to make investments totaling \$119 million in 14 counties, creating 726 full-time, year-round jobs for Oregonians.

The **Industrial Retention Program** has had significant positive impacts throughout Oregon by giving technical assistance to struggling Oregon companies or to those where an opportunity for new products, new ownership or an employee buy-out can prevent a plant closure. The program has provided valuable assistance to 26 companies, most of which are located in rural communities.

The **International Trade Division** of OEDD, its three overseas offices in Japan, Taiwan and Korea, and the Oregon Department of Agriculture are spear-heading a new analysis of foreign markets to increase Oregon's export of finished goods, especially value-added agriculture and forest products. Its role as an aggressive "match-maker" between Oregon sellers and foreign buyers is paying dividends for export-oriented companies, as are the numerous trade missions, trade shows and symposia the division orchestrates. The 1987 Trade Festival to the Pacific Rim alone netted over \$15 million in new sales for companies from all over Oregon.

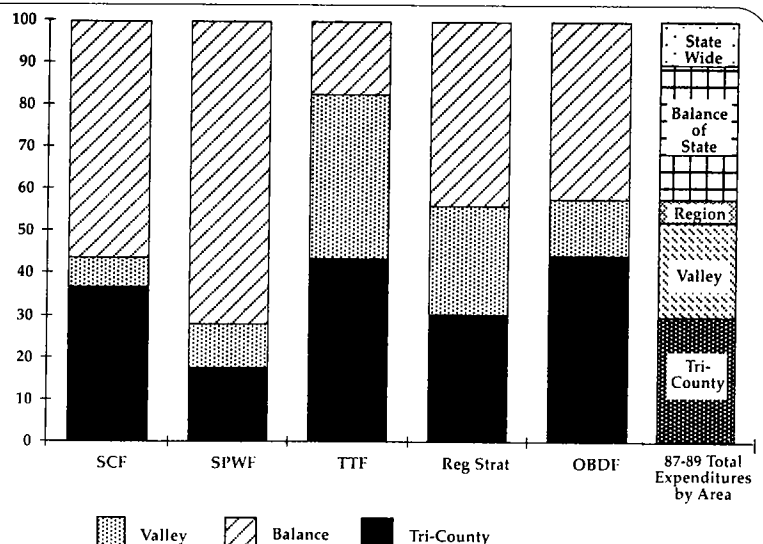
The **Oregon Tourism Division** and its increased budget of \$5.5 million will have an ever-increasing part in bringing economic development and diversity to rural Oregon. Award-winning marketing campaigns have doubled the state's tourism numbers since 1987, capitalizing on Oregon's natural splendor in a non-extractive manner while also infusing communities in every region with new jobs and revenues. This positive exposure of Oregon has led to more than tourism-related business development: owners of 70% of the new businesses opening in the Bend area in the last two years first came there as tourists.

Proposed programs on the federal agenda also will bring good tidings for rural Oregon. The Rural Business Investment Fund, the Rural Capital Access Fund, the Rural Electrification Administration and the Rural Business Incubator Fund will provide the grant financing and/or incentives to support economic and community development to all regions of the state. Additions such as these will build on the framework already in place through the federal **Community Development Block Grant and Job Training Partnership Act** programs.

The **Secondary Wood Products Advisory Committee**, a coalition of industry leaders and OEDD, will be a potent force in coordinating current programs such as Regional Strategies, Community Initiatives and Forestry marketing to best meet the evolving needs of the wood products industry. This partnership approach to developing value-added manufacturing and identifying new markets for these products will have major impacts on Oregon's goal to become the acknowledged world leader in wood products design and engineering technology.

Regions of the state outside its metropolitan areas have received a large portion of lottery funds since 1987 through programs designed to assist rural Oregon. In terms of Regional Strategies funding distribution, Eastern Oregon received \$5.2 million at a per capita rate of \$14.35 while Western Oregon received \$19.8 million at a per capita rate of \$8.48.

OBDF: Oregon Business Development Fund
SCF: Stabilization Conversion Fund
SPWF: Special Public Works Fund
TTF: Targeted Training Fund



Planning For Tomorrow Today

On May 19, 1989, Gov. Neil

Goldschmidt asked Oregonians to join him in building a "road map" that will lead the state into the global economy of 21st century, releasing for public review and input a 20-year strategy for Oregon's continued economic stability, growth and diversification.

The plan is based on the work of 180 private sector volunteers who served on 16 policy issue and industry advisory subcommittees, and proposes ways in which Oregon can strengthen and diversify its natural resource-based economy, enhance the quality of the state's work force, increase personal income levels and maintain Oregon's environmental integrity.

Creating partnerships to build Oregon's rural economies is a critical element of this strategic plan.

The transition occurring within the Oregon economy creates both challenges and opportunities for Oregon's rural economies. On the one hand, because of the declining employment in Oregon's largest resource industry — forest products — many communities in the state will face the distress of plant closures or downsizing over the next decade. On the other hand, because of Oregon's location along the West Coast, with its access to major markets, many communities in the state have the opportunity to add more value to the natural resources already here and to diversify into other products entirely.

Rural areas in Oregon have long depended on resource-based industries, primarily lumber but also agriculture and fishing. Each of these industries has incurred irreversible employment losses due to the advent of more efficient harvest and processing technologies and resource depletion. For many rural communities the jobs lost to date have not been replaced by diversified economic activity.

While all of these factors present formidable challenges for many areas of rural Oregon, the outlook is not necessarily grim. Many of Oregon's rural regions enjoy good transporta-

tion access to markets, an energetic citizenry, affordable land, and extraordinarily attractive surroundings. These assets present opportunities if the state can marshal its resources to take advantage of them.

Oregon's economy will stabilize and grow throughout the state over the next two decades as communities exploit their comparative advantages and create new industries that promote growth.

Many communities enjoy a good base upon which further economic activity can occur. Those with modern sawmills and those reliant on agriculture and fishing will, in general, follow the cyclical patterns of recent history as fortunes climb and fall with the national economy and industry conditions. Some of these areas will prosper due to the development of secondary wood products, value-added food products, or a new industrial base. Tourism will still be an important source of employment. Development of facilities for retirees will also serve as a source for additional income. It is inevitable that some communities will feel the trauma of job losses from plant closures or modernization. Yet aggressive development planning and initiative will offset these losses with other economic activity. The transition can be eased by careful planning and State assistance for affected communities and workers.

Working in partnership, the state government and business can support the efforts of local government to sustain and build rural economies.



The Community Initiatives Program

None-the-less, in the months and years ahead a number of Oregon cities and towns are likely to be devastated by sudden closures of mills or other major enterprises. These communities deserve priority attention from the

Economic Development Department and other state agencies.

While typically there are few easy solutions for communities facing business or plant closures, the **Economic Development Department** is helping ease the shock for these areas through a transition planning process called the Community Initiatives Program. This program helps communities to:

- 1) assess opportunities for re-opening the enterprise being closed,
- 2) assist workers laid off to be trained and re-employed and,
- 3) assist communities in developing short- and long-term plans for coping with closures.

These elements are being tied into an integrated service offered by the Economic Development Department. The first two elements of this program were already in place: The OEDD's Stabilization and Conversion Fund can be employed to assess the prospects of an individual company, and if possible, assist in the reopening of a facility. Employee assistance is available through the Job Training Partnership Act program under a recent federal plant closure law.

The third element, community assistance through the Community Initiatives Program, is now up and running in seven western Oregon counties experiencing economic hardship due to current timber sale injunctions and the long-term trend of diminishing timber supply. SWOT (Strength-Weakness, Opportunity-Threat) team meetings and local task forces have already been set up in the seven counties to 1) provide strategic economic planning assistance for local government and private sector leaders to determine economic development options, 2) help in developing local leadership and vision to see the community through the transition caused by a plant closing or downsizing, and 3) assist in implementing projects which support the community's transition.

While the Community Initiatives Program was developed to provide immediate emergency response to communities suffering plant closures, it also has \$400,000 in technical assistance to help local leaders and development professionals combine the skills and resources necessary to promote business location and expansion before the community experiences economic hardship.

The programs already in place have helped make outstanding progress in bringing the Oregon Comeback to all of Oregon. The level of ongoing commitment from the state will help ensure that those strides forward won't slip backwards. Together, they have laid the foundation that will enable Oregon to meet whatever challenges it may face in the years to come as our state stakes its claim in the global economy of the 21st century.

Oregon's Regional Business Development Officers

The newest additions to the OEDD staff are the six RBDOs — Regional Business Development Officers. The positions, which were created during the 1987 legislative session to act as OEDD's liaisons and partners with the regions of the state, strategically coordinate OEDD's many assistance programs with local communities and businesses involved in business recruitment, expansion and retention projects.

The RBDOs are often the catalysts, promoting the merits of both the state and their respective regions to prospective businesses, introducing companies to various locales, arranging site tours and meetings, developing business proposals and presentations, and orchestrating all the elements that comprise a successful economic development package. These same skills are brought to bear to help Oregon companies with their expansion plans or periods of adjustment.

The RBDOs also become involved in cases which may be outside their geographic area but within their areas of expertise. For example, Bruce Laird of Coos Bay handles pulp and paper projects whereas Brad Fletcher of Portland gets tapped for his private sector experience in commercial real estate. Despite Rey Ramsey's location in Bend, his experience in maritime law gets him involved in port-related economic development activities as well as federal permitting issues. Basil Edmunds of Tillamook is OEDD's resident expert on coastal matters. Jon Jaqua of Eugene and Michael Taaffe in La Grande each have the broad backgrounds in agriculture, forestry and manufacturing to meet the diverse needs of their regions and the state.

People interested in working with these RBDOs can reach them at the following numbers and addresses:

BASIL EDMUNDS

OR Economic Development Dept.
Northwest Oregon Region
2001 9th St.
Tillamook, OR 97141
842-4045 (Bus.) 842-9368 (Fax)

BRADFORD H. FLETCHER

OR Economic Development Dept.
Portland Metropolitan Region
One World Trade Center, Suite 300
121 SW Salmon
Portland, OR 97204
229-5625 (Bus.) 222-5050 (Fax)

BRUCE LAIRD

OR Economic Development Dept.
Southern Oregon Region
Municipal Airport Bldg, Suite 200
North Bend, OR 97459
756-0503 (Bus.) 756-1167 (Fax)

JON JAQUA

OR Economic Development Dept.
Willamette Valley Region
44 West Broadway, Suite 502
Eugene, OR 97401
686-7811 (Bus.) 687-7331 (Fax)

MICHAEL TAAFFE

OR Economic Development Dept.
Eastern Oregon Region
P.O. Box 610
La Grande, Oregon 97850
963-8676 (Bus.) 963-9750 (Fax)

REYNARD RAMSEY

OR Economic Development Dept.
Central Oregon Region
1045 NW Bond Street, Suite #1
Bend, OR 97701
388-6266 (Bus.) 389-1391 (Fax)

Neil Goldschmidt
NEIL GOLDSCHMIDT
GOVERNOR



December 1989

RESTORING OUR POWER TO PUNISH

Oregon's Fight Against Crime



By the end of 1986, Oregon's crime problems were receiving national attention. Those across the country familiar with Oregon's high quality of life were surprised. Oregonians were shocked. The idea that we had lost the power to punish ran contrary to our sense of who we are and what we stand for.

How had it happened? How had such a serious crime problem crept up on us? A few numbers tell the story.

- Between 1975 and 1987 Oregon's crime rate increased by 8%, law enforcement got better at catching offenders, prosecutors convicted more of them and judges gave them longer sentences. As a result of all these factors, admissions to our prisons went up an incredible 135%.

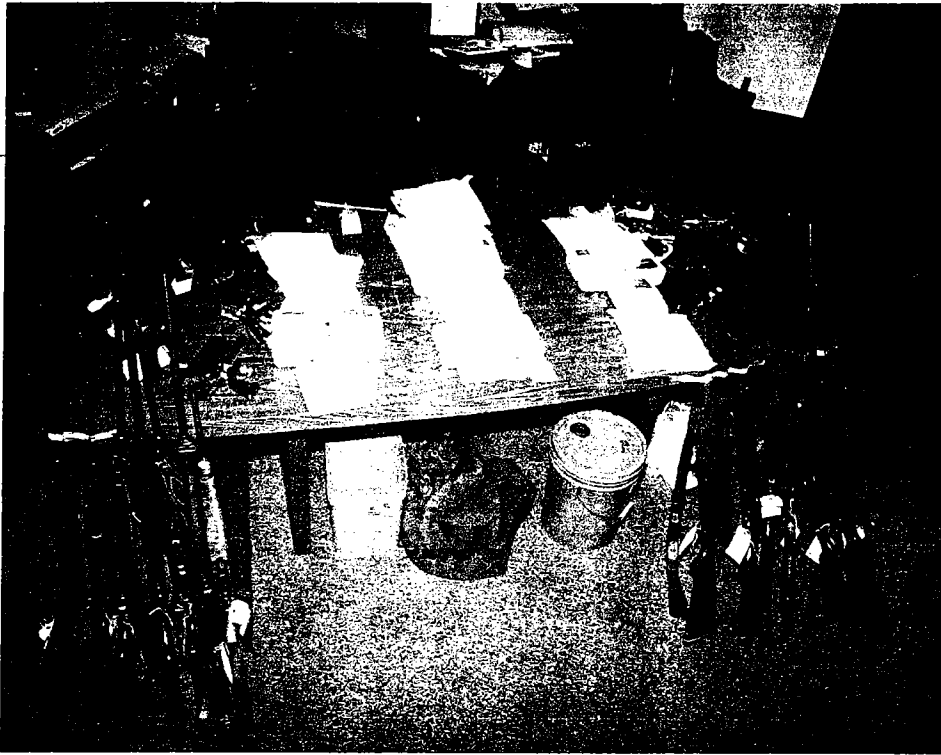
- While admissions were skyrocketing, the state's prisons failed to keep pace. We expanded the number of cells by only 30%, adding only 780 (net) new prison beds in over a decade.
- According to a national survey, Oregon prisons were operating at 195% of their design capacity in 1987, the second highest crowding level in the country.

The results weren't hard to predict.

- Severe prison overcrowding forced the Parole Board to reduce prison terms for non-violent property and statute offenders to make room for more dangerous person-to-person offenders.
- The Department of Corrections was forced to expand the temporary release program, allowing criminals to be set free up to 7 months before completing their sentences.

- Those on parole scoffed at our criminal justice system, and the percentage of parolees returning to prison within three years soared from 34.1% for 1980 parolees to nearly 50% for those paroled in 1986.
- Oregon's criminal justice system lost its credibility, particularly amongst property offenders who knew that even if caught they would serve little, if any, time in prison.

While statistics clearly document the serious problems Oregon's criminal justice system was experiencing in 1986, they don't capture the frustration and outrage that Oregonians felt about crime. By 1987, our power to punish had seriously eroded and with it Oregonians' sense of security and belief in their system of justice.



Narcotics, weapons and contraband seized during the "Webber Ranch" investigation in Eastern Oregon. This investigation lasted well over a year, and has continuing efforts today. In 1989, Governor Goldschmidt proposed an amendment, overwhelmingly approved by Oregon voters, to ease the forfeiture of cash and assets by police in drug raids and use them to fund further drug enforcement activity.

Fighting Back

"We must never again let our attention wander nor allow recession or other legitimate budget needs to erode the one promise to ourselves that we must keep -- that our communities will be safe places in which to live and work."

**Governor Neil Goldschmidt
October 3, 1988**

Since January of 1987, the state has embarked on the largest prison construction program in its history, provided new crime-fighting tools to combat drugs and gangs, increased punishments between prison and parole or probation, and added resources to crack down on parole violators.

Governor Goldschmidt has proposed, and received legislative approval for, three crime-fighting packages totaling more than \$160 million and involving the construction of nearly 3000 new, permanent prison beds. This is an increase of more than 50 percent over the number that existed in January 1987.

While these new resources will make a difference in Oregon's battle

against crime, they are not the final solution, only the beginning of a long fight. We neglected our criminal justice system for many years, and now we must be vigilant and determined in our actions for many years to come.

The remainder of this background details the actions taken since January 1987.

Taking the Initiative

In 1986 voters turned down a measure that would have allowed the state to issue bonds to finance a prison expansion. On January 7, 1987, five days before taking office, Governor Goldschmidt announced the first major initiative of his administration, a sweeping package of proposals designed to begin to rebuild Oregon's criminal justice system. Rather than issuing bonds, the proposals were to be funded entirely out of existing resources.

The package was based on the premise that we could wait no longer to dramatically expand our prison system. It also recognized that regaining control of Oregon's crime problems would take a sustained, strategically-planned

effort spanning a number of years. This package was the first step. Two more would follow in the next 24 months.

The crime-fighting proposals submitted to the Legislature in 1987 were approved nearly intact. The \$45.7 million package included:

- A 792-bed expansion of the medium-security Eastern Oregon Correctional Institution (EOCI) at Pendleton.
- Construction of 750 new minimum-security beds in facilities sited around the state.
- An expedited siting process to bring the minimum-security beds on-line as rapidly as possible.
- Expansion of the state police budget to add crime laboratory positions, "state-of-the-art" equipment, more fingerprint examiners, increased narcotics investigation capacity and other improvements in investigation and patrol.
- Improved security at existing prison facilities.
- Creation of a Corrections Task Force to prepare a strategic corrections plan to guide development of the corrections system into the 1990s.

Persistence During the Interim

During the fall of 1987, the Corrections Task Force began work on siting the new minimum security facilities and developing the strategic plan, which was to serve as the basis for the crime and corrections recommendations submitted to the 1989 Legislature. But as the Task Force worked, the prison population continued to soar. The growth in the prison population, which had averaged approximately 22 inmates per month during 1985 and 1986, was averaging about 50 per month in the fall of 1987 and winter of 1988.

The prisons were bursting at the seams, and conditions inside the institutions were becoming dangerous. Officials were forced to increase the number of inmates being released early, and the

credibility of the system was being further damaged. The first relief wasn't coming until July of 1989 when the new cells at EOCI were scheduled to begin opening.

The Governor decided not to wait, either for the new beds at EOCI or for the next session of the Legislature. He directed corrections officials to immediately explore all possible options for obtaining new prison space as rapidly as possible.

The result was an \$11 million crime-fighting package submitted for approval to the March 1988 session of the Legislative Emergency Board.

The approved package included:

- 585 new prison beds added rapidly to existing facilities or rented from other jurisdictions. Approximately 360 of the 585 beds were permanent.
- A 110-bed Parole Violators Project to provide short-term, shock incarceration to targeted parolees who continue to violate their parole.
- An incentive was offered to the contractor to complete the EOCI cells early. (The first phase of the prison expansion was eventually completed five months early.)
- Creation of a Structured Supervision Project to increase supervision, punishments and services provided targeted offenders on probation, parole and temporary leave.
- New penalties and resources to fight drug crimes, including a revision of the parole matrix to increase prison terms for drug related crimes.

Many of the new cells included in the package were available within weeks, while others became available over the next 18 months. Beginning in July 1988 the state used the authority provided by the Emergency Board to rent beds when it sent the first of 158 inmates to State of Washington prisons. Those inmates were returned in March 1989 when the EOCI expansion began coming on-line.

In the end, this second crime-fighting package served two

important objectives: First, it rapidly provided additional capacity with which to manage an overflowing prison population. And second, it started early two pilot projects (the Parole Violators and Structured Supervision Projects) to improve control over those on parole and probation. Information generated by these projects during the interim convinced the 1989 Legislature to continue their funding during the 1989-91 biennium.

Restoring the Balance

In August of 1988 the Corrections Task Force completed its strategic plan. The plan's primary conclusion was that Oregon's corrections system is out of balance in two critical ways.

First, the demands being placed upon the system far exceed the current capacity of its institutions and community supervision programs. As a result, our prisons are overcrowded, understaffed, and plagued with unprecedented levels of inmate idleness, the report concluded.

Second, Oregon's correctional system fails to provide a full range of intermediate punishments between parole/probation and prison. This has created a system in which many offenders are placed on probation or parole who should receive a higher degree of control in order to protect the safety of the community.

The Task Force plan included specific recommendations for dealing with these two longstanding problems. The recommendations, along with a number of other proposals, were then included in the crime and corrections package submitted by the Governor to the 1989 Legislature.

The Governor's third, \$107.7 million anti-crime package, included more than \$85 million in new prison construction and nearly \$46 million for other crime-fighting measures. The package was approved by the Legislature nearly intact, with \$61 million for prison construction coming from the state's lottery revenues.

The Legislature also approved the state's first sentencing guidelines, making the crime-fighting package



The Oregon National Guard assisted Oregon and federal law enforcement agencies in 1989 in eradicating marijuana with a street value of over \$14 million.

not only tough but smart. The guidelines ensure that the state uses scarce, expensive prison space in the most efficient way to best protect the public. They will mean that dangerous criminals, those who are violent and drug offenders, will all get longer prison sentences, while less dangerous offenders will do less time.

Under the guidelines, sentences will be uniform across the state. And criminals will do the time for which they are sentenced, rather than being released early to make room for others.

See the next page for a detailed listing of the major elements of the 1989 crime and corrections package.

Continuing the Fight

Our battle against crime has come a long way since 1987. The largest prison expansion program in the state's history is underway, new resources have been provided to fight drugs and gangs, sentences for drug and violent crimes have been increased, punishments short of prison but more than parole and probation have been expanded, and resources have been added to crack down on parole violators.

Serving as a foundation for progress to date, and for future action, is the state's new Strategic Corrections Plan. Completed in August of 1988, this document will ensure that we continue to wage a battle against crime that is not only tough but smart and persistent.

This is the key. While it is easy to talk tough and to react impulsively, effectively fighting crime takes vigilance and a strategically focused effort. This must be our commitment.

Oregon's crime problems will not be solved overnight. They crept up on us over many years, and it will take years of persistent action by everyone — federal, state and local government as well as individual citizens — before we solve them. But in no other state are the ingredients for a solution so available — commitment, persistence and foresight are an Oregon tradition.

Special Drug and Gang Operations

Gangs and the drug trafficking they produce are now a phenomenon common to most major urban areas, with their drug networks often branching out across a state like a deadly vine.

Oregon has not escaped this serious problem. In the Portland metropolitan area gang activities began appearing in the mid-1980s, much of it exported from other states.

Oregon has reacted with a number of special enforcement operations, in addition to the expanded crime fighting efforts described throughout this document.

Below are four special operations that have been employed since 1987 to stem gang and drug activities.

Youth Gang Strike Force. In August 1988 a multi-jurisdictional strike force was created to investigate illegal gang and drug activities and pursue enforcement on federal charges so sentenced offenders will do time in federal prisons. The strike force includes state police and narcotics officers from other jurisdictions in the Portland metropolitan area.

Federal Prosecution Project. Through a cooperative effort between the Multnomah County District Attorney, the United States Attorney and state government, a gang prosecution team was created in August 1988 to focus on prosecuting gang members on federal charges. Gang members convicted of federal charges go to federal prisons and serve their full

sentence, rather than to overcrowded state facilities where parole, probation or early release is possible.

State Troopers On Tri-Met Buses & Light Rail. Robberies and attacks by gang members and others were threatening the safety of the transit system's riders and operators. While most people agreed more security was needed, a labor dispute over who would provide it prevented an increase in protection during the short-term. On November 11, 1988, Governor Goldschmidt directed the Oregon State Police to assign troopers on a temporary basis to the Tri-Met bus and light rail system. The assignment bought time, and protected the public until the troopers were replaced by City of Portland police six months later.

National Guard. In the spring of 1989, Oregon was one of 12 states to receive a federal grant to pay for an expanded use of the National Guard in efforts to fight drugs. In July 1989, Goldschmidt announced that a portion of that grant would be used to fund an operation involving the use of Guard personnel in the City of Portland during the summer. The operation used the Guard in a support capacity, relieving Portland police officers in duties such as administration and transportation. Police resources freed-up by Guard personnel were added to the fight against gangs and drugs. Funds from the grant were also used for other Guard crime-fighting operations statewide, such as on marijuana eradication efforts.

"Talk is cheap — fighting crime is not. We neglected our criminal justice system for years, and criminals lost the fear of swift and certain punishment. Today's event sends the signal that Oregonians are once again putting our money where our lives are — by building the prison cells we need, and restoring our power to punish."

**Governor Neil Goldschmidt
at 792-bed Expansion of Dedication,
Eastern Oregon Correctional Institution
Pendleton, March, 1989**

1989 CRIME AND CORRECTIONS PACKAGE

New Prison Capacity (SB 5514, 5516, 5517, HB 3496)

- A **new 550-bed medium security prison** that can be expanded to hold up to 3,000 criminals has been sited and will be built by the end of 1991.
- A **new 200-bed medium security intake center** will be added onto the Clackamas county jail. Completion of the cells is expected by the end of 1990.
- The **Eastern Oregon Correctional Institution will be expanded by an additional 176 medium security beds.** Completion of these cells is expected in late 1990.
- A **new 195-bed maximum security segregation wing** at the Oregon State Penitentiary is expected to be completed by the end of 1991.
- Funds are provided to **finish 600 new minimum security prison beds at the Columbia River Correctional Institution (CRCI) in Portland and Hauser near North Bend as quickly as possible.** Hauser is expected to be completed early 1990 and CRCI by the end of 1990. Funds also will be provided to begin labor camp, alcohol and drug treatment, and restitution programs at CRCI and Hauser as well as the Powder River Correctional Center in Baker, opening in the fall of 1989. (SB 5559)

Building Medium Security Cells Rapidly

- The Legislature **put Oregon's major new prison complex — dubbed the "megaprison" — on a fast track process** which will allow it to be sited and built quickly. (HB 2713)

Expanding Intermediate Punishments

- The Parole Violators Project in North Bend, similar to a **boot camp, will be continued as a back up to parole supervision.** Drug-involved parolees with a high-volume crime history will

spend six months at this austere facility if they violate parole. (SB 5514)

- Funds have been added to expand **cost-effective intermediate sanctions** for convicted criminals, including house arrest, electronic bracelets, mandatory drug and alcohol treatment, intensive supervision and restitution centers. (SB 5559)
- Oregon's innovative **Community Corrections Act will be significantly strengthened** by improving administration and encouraging county participation. (HB 2211, 2212, 2213)

Enhancing State Police Capacity

- Funds have been added to **obtain state-of-the art law enforcement technology**, including an automated fingerprint identification system and equipment, which can speed up police investigations and increase conviction rates. (SB 5559, SB 5550)
- Increased efficiencies from the consolidation of dispatch centers will enable as many as **32 officers to return to law enforcement duties, including patrol and crime lab.** (SB 5550)



Governor Goldschmidt, Emergency Correctional Facilities Siting Authority Chairman Mark Cushing, and Corrections Department Director Fred Pearce survey the primary site for a new medium security prison in Ontario. The prison will initially hold 550 criminals, but could be expanded to hold up to 3,000.

Photo credit: Larry Hoffman, Daily Argus Observer.

Fighting Hate Crimes

- **Reporting malicious harassment crimes will be required by law enforcement agencies** to determine the extent of crimes motivated by prejudice based on race, color, religion, national origin, sexual orientation, age or disability. The Executive Department will provide an annual report of hate crimes, and police officers will be trained to investigate, identify and report these crimes. (SB 606)

Combatting Gangs

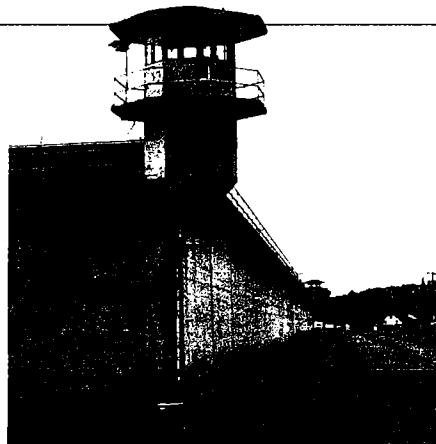
- Funds totalling \$2.1 million have been provided to **continue using two cottages at MacLaren School in Woodburn for confining and treating adjudicated juvenile gang members.** (HB 5536)
- Resources have been allocated to **continue the multi-jurisdictional Gang Strike Force in Portland and to fund a special prosecutor to continue coordinated prosecution of gang-related crimes.** (SB 5550, SB 5559)
- Funds are provided in an Emergency Board reserve for **additional close custody bed space for gang-involved youths in the community.** (SB 5559)
- **Parole services for youths involved in gang-related crimes will be strengthened** through a \$600,000 appropriation in general funds. The goal is to provide treatment — including 24-hour counseling, family support systems, and employment — so youths don't return to their community only to get involved with gangs again. (SB 5559)

Controlling the Criminally Insane

- An additional \$812,000 will be invested to **improve the level of custody and treatment for individuals who have been found guilty of a criminal offense but are mentally ill.** The funds will allow hiring 14 new staff positions at the Oregon State Hospital. (SB 5559)

Enhancing Prison Security

- Funds have been provided to **add critical security staff throughout the prison system** to ensure the



safety of prison staff and prevent inmate escapes. (SB 5559) Funds also will be available during the latter part of the biennium to finance certification of correctional officers by the Board on Police Standards and Training. (HB 2616)

Expanding Work Inside Prisons

- More inmates will be put to work through **expanded Corrections Industries programs** at Eastern Oregon Correctional Institution, Oregon Women's Correctional Center and Oregon State Correctional Institution. These programs provide work for inmates, both to keep them gainfully occupied and to give them job skills for use upon release. (HB 5514, SB 5559)

New Law Enforcement Tools

- **Police officers will now be allowed to carry listening devices in drug cases** without a court order when necessary to protect officer safety. (HB 2252)
- **Wiretaps will now be permitted in drug cases** after receiving court approval. Under state law, wiretaps were previously limited to investigations into crimes such as murder; wiretaps into drug rings required a cumbersome approval process by a federal court. (HB 2191)
- **Selling drug paraphernalia in Oregon will now be against the law**, and police will be able to seize paraphernalia found during drug raids. (SB 846)

- **Joint trials for multiple crimes** committed by a single offender will now be allowed to save court and indigent defense costs. (HB 2251)
- **A statewide drug house law** will enable law enforcement officials to close down such houses as nuisances. The law is patterned after ordinances in the cities of Portland and Salem. (HB 3015)
- The Legislature adopted a **major bill allowing for the forfeiture of cash and assets seized by police in drug raids.** By a wide margin, voters passed a statewide forfeiture constitutional amendment to allow those assets to be used to fund further drug enforcement activity. (HJR 3, HB 2282)
- Police will now be able to **fingerprint and photograph serious juvenile offenders** and keep that information in a photo book on gang-involved youth. (SB 406)
- **Standards for detaining juveniles prior to adjudication have been simplified** and the time period for keeping juveniles in community detention has been increased. (SB 562, SB 356)
- The **fine for possession of marijuana has been increased** from \$100 maximum (with many fines much lower) to a \$500 minimum/\$1,000 maximum. A drug education or treatment diversion program will be established for those convicted of a marijuana-related offense. (HB 2479)
- The law now allows for **true life terms without the possibility of parole** for persons convicted of aggravated murder. This gives juries the choice among death, life in prison with the possibility of parole in 20 years, or certain life in prison. (HB 3303)
- The **crime of selling drugs near schools has been increased** to a Class A felony. (HB 2369)
- **Sex offenders are now required to register** so employers can check on the background of job hires. (SB 667)
- **Major changes in Oregon's gun control laws** have been adopted for the first time in more than 20 years. The law extends the waiting period for purchase of hand guns. (HB 3470)

Expanding Oregon's Prisons

The Governor has proposed, and received legislative approval for, three crime-fighting packages totaling more than \$160 million and involving the construction of nearly 3000 new permanent prison beds.

Since January 1987, 1268 of those beds have been added to our prison system. Funding for another 1871 has been obtained and the cells are expected to be in operation by July 1991. This is the largest prison construction program in the state's history.

Below are a listing of the locations and completion dates of the new prison cells.

Prison Expansion Completed: January 1987 — November 1989

Completion Date	No. of Beds	Location
Nov. 1987	140	Eastern Oregon Correctional Institution (EOCI), Pendleton
Jan. 1988	20	Department of Corrections Release Center, Salem
Jan. 1988	8	Oregon Women's Corrections Center (OWCC), Salem
July 1988	110	Parole Violators Prison, North Bend
Dec. 1988	48	OWCC, Salem
Mar. 1989	792*	EOCI, Pendleton
Nov. 1989	<u>150</u>	Powder River Correctional Center, Baker
Total New Beds	1,268	

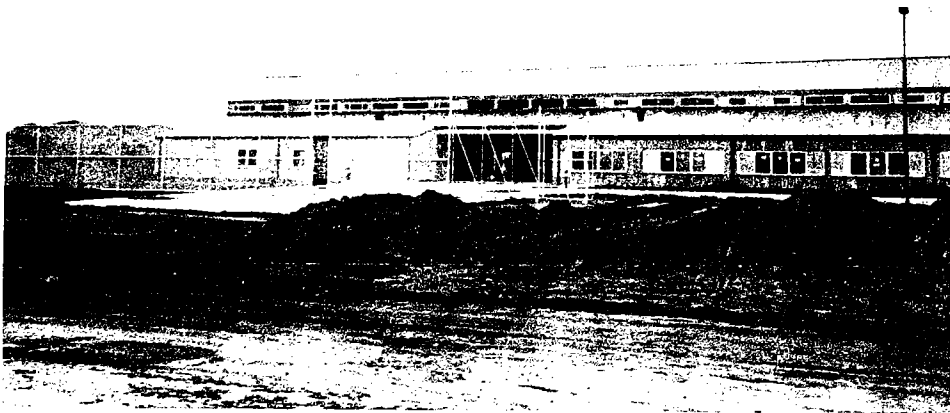
* Beds phased-in over six months.

Prison Expansion Planned By July 1991

Projected Completion Date	No. of New Beds	Location
August 1990	180	EOCI, Pendleton
Sept. 1990	400	Columbia River Correctional Institution, Portland
Nov. 1990	200	Clackamas Intake Center, Oregon City
May 1991	195*	Maximum Security Unit, Oregon State Penitentiary
July 1991	550	Ontario Medium Security Facility
**	<u>200</u>	Air Guard Center, Hauser
Total Beds	1,725	

* Maximum Security addition will be offset by reduced general population.

** The date of availability for the Hauser facility, which is being obtained at no cost from the federal government, depends on the timing of the federal surplus process.



The 150-bed Powder River Correctional Center in Baker was dedicated November 16, 1989. It is the first of three new minimum security prisons to come on line requested by Governor Goldschmidt.

Governor's Office
State Capitol
Salem, Oregon 97310

For More Information

For more information contact:
Robert Jackson, Administrator
Criminal Justice Services
Division
Department of Revenue Bldg.
Center and Capitol Streets,
Room 461
Salem, Oregon 97310
378-4123

or

Robey Eldridge
Department of Corrections
2575 Center Street NE
Salem, Oregon 97310
373-7557