

*Oregon State University Extension Service*

# LONG RANGE PLANNING REPORT

## CLACKAMAS COUNTY

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## FOREWORD

This report is the result of a planned, organized effort to give the people of Clackamas County an opportunity to communicate about their concerns and their problems.

The procedure has been followed by the Extension Service of Oregon State University for many decades. Periodically, it is repeated as conditions change, as new knowledge is developed, as the needs and desires of the people change.

Early in 1967, with guidance and advice of a county Extension advisory council, the county Extension staff began planning the organization of a thorough study of conditions, of trends, and of needed changes in the county as expressed by the people. Through mass media and many invitations, all interested persons were invited to participate. In this report will be found the conclusions and the recommendations of groups of people on numerous

subjects. These are the results of many hours spent in committee and in community meetings by hundreds of people in the county. Facts were obtained and analyzed. Based on available facts and on expected changes and developments, conclusions were drawn. These conclusions are the result of thorough discussion by all participants and are the expressed judgment of the majority of committee members. These conclusions are an exercise in democracy, the soundness of which few can question.

The report can be the basis for directing needed developments and for improved services as expressed by the people. It is hoped that agencies and individuals mentioned in the report and a concerned public in Clackamas County will strive to implement these programs in the years to follow.

## ACKNOWLEDGMENTS

This is the sixth in a series of long-range planning conferences sponsored cooperatively by the Extension Service and citizens of Clackamas County. The first occurred in 1925, and others have been held at approximately 10-year intervals. Many citizens actively

participated in the preparation of the report. Various local agencies supported the study with background information and resource material. Publication of the study results was made possible by the cooperative support of Clackamas County and the Oregon State University Extension Service.

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# CLACKAMAS COUNTY

Clackamas County is located in western Oregon at the lower end of the Willamette Valley. A portion of the county is in the Portland metropolitan area.

The county has an area of 1,893 square miles and ranks 18th in the state in size of a total area of 1,209,600 acres, 653,551, or 54 percent, are public lands. There are 613,480 acres, or 50.7 percent that are federally owned. Some 873,000 acres are forest lands.

As one reads this report, he should keep in mind some factors that make this county different from other counties in the state.

## EARLY HISTORY

Clackamas County is probably of more historic interest than any county in Oregon in that most of the early Oregon history began and evolved from what is now the county seat, Oregon City.

Earliest residents of the county were the Clackamas Indians, whose headquarters were at the mouth of the Clackamas River and who fished at the Willamette Falls.

In 1829, Dr. John McLoughlin laid claim to the site of Oregon City for the Hudson's Bay Company. The first permanent white settlers of Oregon were those who came to the lower Willamette Valley. They included missionaries and also farmers, who wished to take advantage of the fertile soil and mild climate.

Clackamas was one of the original four counties of the Oregon Country. When it was formed on July 5, 1843, the county's borders stretched far into Canada and included portions of the present states of Oregon, Washington, Idaho, and Montana.

Oregon City was the first incorporated city west of the Rockies (1844), the capital of the Oregon Territory, and the site of the first legislative session of the state.

## TOPOGRAPHY AND CLIMATE

Elevations range from 55 feet at Oregon City to 11,245 feet at the peak of Mount Hood on the eastern boundary.

The county has a temperate, maritime climate with dry, moderately warm summers and wet, mild winters. The average annual precipitation ranges from 36 inches in the lower valleys to 140 inches in the Cascade Mountains. Seasonal temperature variations are small in the valley regions.

The topography is such that further industrial and residential development is possible without sacrificing prime agricultural land. The county possesses many natural resources of water, land, and forests.

## AGRICULTURE

Clackamas County has more farms than any other county in the state, with 10 percent of all farms in Oregon. According to the 1964 Agricultural Census, there were 4,116 farms in the county with a total of 261,812 acres of land in farms.

The gross farm receipts rank fourth in the state. The gross cash receipts from sale of farm products in 1968 was \$35,123,000.

The county is the state's leading poultry producing area, with large numbers of turkeys, broilers, and chickens for egg production.

Horticultural crops contribute a large share of the county's agricultural income with increasing acreages in vegetables, ornamentals, and greenhouse crops. Small fruits, tree fruits, and nuts are also important horticultural crops.

Other outstanding enterprises include dairy products, meat animals, legume and grass seed, hay and grains, potatoes, and fur animals.

## POPULATION

The population of Clackamas County is increasing rapidly. The estimated number of persons living in the county in 1968 was 153,000. This is a 35 percent increase over 1960, when the population was 113,038.

According to the Batelle Memorial Institute Report entitled "The Pacific Northwest," population growth in the Pacific Northwest between 1965 and 1980 is projected to increase from 5.8 million persons to 7.5 million. This represents a growth of 28.4 percent, significantly above the projected national growth rate of 25 percent. By the year 2000 there will be a projected 10.5 million persons in the region.

According to the Clackamas County River Corridors Report, the population of the Clackamas County area is expected to double in the next 15 years along the river corridor sections of the county. Overall growth rates for the county are expected to climb at a much faster rate than for the rest of the Pacific Northwest.

In 1966, about 70 percent of the people in Clackamas County lived in urban areas, with the remaining 30 percent rural farm and nonfarm population. Incorporated areas contained 55,103 or 37 percent of the population, with Milwaukie, the largest city in the county, having 15,423. Clackamas County ranks fourth in the state in population.

The composition of the population of Clackamas County is almost identical by percent to that of the State of Oregon. About 37 percent of the county's population is under 18 years of age, 53 percent is between 19 and 64 years, and the remaining 10 percent is 65 years and older. The median age is 30.6 years.

There were an estimated 45,000 households in the county in 1966. The estimated buying power was \$8,816 per household and \$2,718 per capita. The percent of households by income groups is as follows:

Income Groups	Percent
0 -- 2,999 .....	18.1
\$3,000 -- 4,999 .....	13.6
5,000 -- 7,999 .....	30.7
8,000 -- 9,999 .....	15.2
10,000 - and over .....	22.4

The term "households" represents the number of independent buying units and can be a family or an individual living alone in a home or apartment.

# Human Resources



# HUMAN RESOURCES COMMITTEE REPORT

The 159,000 people in Clackamas County make up its human resources. The interrelationship between the individual, the family, and the community determine how well these resources are used, and the quality of life maintained. It is the human resource that develops the economy of the county, the cultural and educational

activities, the community organization, and the potential of each individual.

The human resources of the county were studied from the viewpoints of the family and its members, education, and community endeavor.

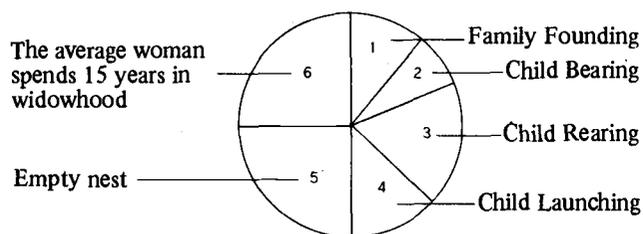
## FAMILY LIFE

The family is the keystone of our society. The home and its environment strongly influence the development of family members and the contribution each individual makes to the community. As the family progresses through each stage of the family life cycle, it meets new and challenging problems. Educational programs can and do help families to meet these challenges.

emotionally and financially, to any children there may be, and to the community as well. Many other families are having serious problems but do not resort to divorce. Some seek help from family counselors, the mental health center, the clergy, educators, and attorneys.

### Early Marriage

### THE FAMILY LIFE CYCLE



One of the factors which leads to unstable and broken homes is early marriage. About half of the girls marrying for the first time are teenagers, and many of the husbands are also in their teens. Studies show the younger the marriage partners are, the less chance there is of success in that marriage. They are neither physically nor emotionally prepared for the responsibility of a family and usually lack the training needed for earning a living.

The family life cycle denotes the stages a family goes through during its lifetime. Modern day families have a life span of 50 to 60 years.

Many of the early marriages are forced marriages. Related to early marriage is the number of illegitimate births. Out of 2,200 live births in Clackamas County in 1966, 116 were illegitimate, or approximately one in 20. Schools and physicians indicate that premarital pregnancies are increasing.

Major areas of concern at present are family stability, housing, consumer competence, health, and youth. Each area was studied and is reported here.

Counselors in county high schools feel that one of the contributing factors to early marriage is pressuring young people into early dating and the adult role for which they are not yet prepared.

### FAMILY STABILITY

The influence the family has on the development of its members has always been important, but never more so than now. Yet today, when there is great need for a stable family to give the individual a feeling of security, a sense of identity, of personal worth, and to develop a value system, there is evidence of increasing instability.

Another factor is lack of preparation for and understanding of the responsibilities of marriage. Most of these young people have had little or no preparation for marriage. Some family living classes are taught in county high schools, but only a part of the girls and a few boys take the classes. The majority who marry early have received no training.

### Broken Homes

The divorce rate is high. In 1966 there were 989 marriages in Clackamas County and 412 divorces. In that year about one family out of each 100 was broken by divorce. About 65 percent of the divorces involve minor children. Marriage failure is costly to the individual, both

Immaturity at any age contributes to family instability. The immature have unrealistic ideas about marriage and the role of husband, wife, and parent. Unable to accept responsibility, their concern is often for self rather than for family.

### Counseling

It was found that few people seeking divorce have ever had any kind of counseling either before or after marriage. Ministers in the county are giving increasing amounts of their time to counseling. Attorneys and physicians are also doing some counseling.

The Family Counseling Service reports that Clackamas County residents who were counseled related the following areas of concern; 38 percent sought marriage counseling; 17

percent concentrated on total family relationship problems; 12 percent were parents concerned about elementary school age children; 7 percent were adults concerned with their own personality problems; 7 percent concerned problems of the aging; 5 percent were essentially financial problems.

School counselors find that family problems influence the ability of the student to achieve and to get along with others.

### *Other Factors*

Lack of understanding of the wise use of family resources, which include time, energy, skills, and abilities of all family members, puts great strain upon the family. Financial problems and poverty create considerable stress on family relationships. Although this might not be the immediate cause, it often contributes to the eventual dissolution of a marriage. In Clackamas County, public assistance in the form of Aid to Dependent Children is received by about 450 families, most of which are broken by divorce or desertion.

Communication between family members is often poor: between adults, between children, or between parents and children. Sharing of problems and joys helps to add stability to family life. Evidence of lack of communication is seen by counselors, teachers, and others. Many of the calls answered by city and county police are family oriented. Inability to communicate satisfactorily and the frustrations that grow out of this situation result in conflicts the family is unable to handle alone.



The value structure of the family relates very closely to its stability. Where the family is person centered and each individual is recognized as having worth, there is usually stability and the family weathers difficult times. Material resources are then used to advantage for health, education, and the development of family members. The materialistic attitude which puts the emphasis on things changes the value structure and the family. Increasing rates of crime, vandalism and juvenile delinquency in the county are indications of relaxed moral values.

### *The Family in the Community*

Churches in a community help to establish value concepts, and their influence is felt directly or indirectly. Church attendance is increasing, which may reflect a search for guidance in handling today's problems. Most Clackamas County churches provide programs and activities to serve all family members.

Each family is a part of the community, yet many, particularly the newly established young families, take no part in its activities. Most could make some contribution to community life if given the opportunity, and both the individuals in the family and the community would benefit. The community, too, makes a contribution to its families by the services, both private and public, which it offers. These services might be more fully utilized by many families. Some could be expanded.

The family with no nearby relatives often feels alone and needs to know the community cares about them and will lend a hand if necessary.

### *Educational Programs*

The home economics Extension unit program has its focus on the home and family life education. Fifty-two units meet monthly to study some project related to home and family. Projects include family finance, home management, interpersonal relations, food and nutrition, clothing selection and construction, housing, and home furnishings. About 1,600 women are directly involved, and a high percentage serve as leaders during each year. Leaders and members carry the information to other groups and individuals to involve many additional homemakers. Unit members range in age from the young marrieds to grandmothers. This program, which has no charge and is available to all who wish to participate, is carried out through the Clackamas County Office of the Oregon State University Extension Service.

Adult classes are offered by many school districts. Those in the area of homemaking are primarily in clothing construction. A few foods and home management classes are offered.

Some churches hold adult classes for both men and women. Such classes are directed toward a better understanding of self and interpersonal relations. Parent-teacher organizations in the county also have study programs related to children and the family.

### *Senior Citizens*

According to census figures, about 10 percent of the Clackamas County population is 65 years of age or older. "Golden Age" clubs are organized in most communities. A senior citizens' center has been organized in Milwaukie to provide a meeting place and a center where crafts and

special interests may be pursued. A senior citizens' craft shop is located in Oregon City and provides a sales outlet for objects made by senior citizens. This has made it possible for some to add to their incomes. In Oregon City a local service club has made possible a small senior citizens' park located near the city library. Improvements are being made for the convenience of those who will use it.

Although there are over 11,000 people in this age group, the largest percentage is not involved in any of these activities. Some do not understand there are such programs available, others have never participated in group activities, and many feel lonely and isolated. Many are living on very limited incomes; about 500 receive public assistance. Transportation to church, for medical care, shopping and other activities might increase their participation in the life of the community and make it possible to take advantage of the services that are available.

Many senior citizens are active and have skills that could be utilized in volunteer service or to earn some supplementing income for themselves.

### *Recommendations*

- \* Develop programs in elementary and secondary schools for all boys and girls to give an understanding of the family, its functions, its members, and the responsibilities of the members of a family in the home and community. It is suggested that youth organizations should also include these objectives in their programs to supplement and reinforce what is being done by the home and school.
- \* Plan for an effective sex education program in the schools with appropriate information given at grade, junior and senior high school levels.
- \* Develop parent education programs to help parents understand what to expect of children at each stage of their physical, mental, and emotional development, and to suggest the guidance they should give. Such programs could be offered by the community college, by the Extension Service, by adult education programs, by the Community Action Authority, and by churches. The combined effort of all is needed.
- \* Expand counseling services to serve more families who need this help.
- \* Provide information to Clackamas County residents about the services in the communities that are available to help families with their problems. This could be done through service clubs, the Tri-County Community Council, churches, women's organizations, Welcome Wagon, the school census taker, the Extension Service, and the news media.
- \* Continue and expand educational programs in homemaking, management skills, and family life for homemakers and their husbands, making a special effort to reach young homemakers.
- \* Communities organize a volunteer bureau where organizations and individuals can offer their services to families who may need help. This would be especially important to senior citizens and very young families. An example is suggested in these services to the senior citizens: a daily telephone check for those who live alone, transportation to medical appointments, church, or the grocery store, and other needs apparent in the community.

## HEALTH

Lack of optimum health for every person in the community should be the concern of all. A great many

people in Clackamas County at every age and income level have health problems. Local figures quite closely parallel national statistics. In 1966 there were 1,234 deaths in Clackamas County. The 10 most frequent immediate causes were the following:

- 474 - Heart
- 206 - Cancer
- 155 - Intercranial lesions (strokes, etc.)
- 92 - Accident
- 35 - Influenza - pneumonia
- 23 - Arteriosclerosis
- 23 - Other broncho-pulmonic diseases including emphysema
- 20 - Diseases of early infancy
- 19 - Diabetes
- 18 - Circulatory diseases other than heart and arteriosclerosis

Examination of these statistics suggests that preventative health practices could delay or prevent problems leading to death. One thing every family could do is to see that the family members have high-quality nutrition throughout life. Correct diet can reduce the incidence of health problems such as heart disease, obesity, and low resistance to infection. It can help to control others such as diabetes and Phenylketonuria. Regular programs of rest and exercise also contribute to good health.

### *Nutrition*

Evidence of poor nutrition is observed by many. Poor nutrition is common among the elderly of all income levels. Frequently they do not have the interest or the energy to prepare adequate meals.

Research indicates that the child who does not have a good breakfast is low on energy, restless, and often a poor achiever. He often misses school because of low resistance to infection.

County public health nurses and school nurses support these findings and say they see much evidence of poor nutrition among school children at every grade level. About one third of the children have defects, most of which are related to nutrition. Of these, dental cares rank highest in number.

The nutritional status of teenagers is of particular concern, for this is a time of increased nutritional need, a time of accelerated growth, when there is great development of muscle and skeleton. Nutritional requirements are greater than for adults in these years.

A survey of the breakfast habits of sophomores in one county high school is another evidence of less than optimum nutrition. Only about 18 percent of the girls had nutritionally adequate breakfasts, while almost 35 percent had no breakfast at all. About 14 percent of the boys had no breakfast, and about 30 percent had breakfasts that approached adequacy. In a second county high school, 30 percent of the boys and about 40 percent of the girls had no breakfast. Although balanced school lunches are available at noon, many of these students do not get them.

With the large number of early marriages, there is special concern about the nutrition of teenage girls. They frequently bear children before their own development is complete and when their physical condition is not at its best.

Although some nutrition is taught at both elementary and secondary levels, the carry-over into daily use is not good. Education about nutrition is needed by parents, too, in order that all of the family practices good eating habits. Studies show that examples set by parents and the food provided in the home have more influence on the habits

established in children than what is learned in the classroom.

About 5,000 people in over 1,300 families receive food available to those with limited income through the Abundant Foods Program. Nutrition information and suggested uses of these foods are provided through the Extension Service.

Extension unit members have demonstrated the use of the less familiar foods, and the Extension agent has given nutrition information to mothers in two Head Start programs. The home economist with the Community Action Authority has also taught nutrition information to women in two classes.



### *Health Facilities*

Preventative health measures can be taken by families if they avail themselves of the services of the County Health Service. Immunizations are given and well-baby clinics conducted throughout the county. Testing and X-rays are given for tuberculosis. In addition to this, health information is available at the county center. County public health nurses provide a wide range of services, from teaching a new mother how to care for her baby to assistance with care of the sick. Any Clackamas County family may request this help. Public Health Nurses also serve each of the schools in the county on a regular basis.

The County Dental Clinic, staffed by county dentists, gives care to needy children from the first to the sixth grade. Many older youth and adults, particularly women, need dental care but do not have the funds to secure it.

A knowledge of nutrition and sanitation as well as working out a schedule and understanding what to expect from a new baby are important to the beginning family and the welfare of the baby. At present there is no educational program organized to teach prospective mothers and fathers these essentials.

A family-planning clinic has recently been established at the county health center and is serving an increasing number of families. Numerous other services are given by the center, and families need to know about them.

Clackamas County has 19 long-term care facilities (nursing or convalescent homes) most of which have over 90 percent occupancy. This number meets the recommended number suggested by the State Board of Health. Six of these have medicare coverage. They are Franklin Nursing Home, Gladstone; Gladstone Convalescent Hospital, Gladstone; Rose Villa Convalescent Hospital, Milwaukie; Willamette Methodist Hospital, Milwaukie (Willamette View Manor); Milwaukie Convalescent Hospital, Milwaukie, and Hospital Nursing Home, Oregon City.

Two hospitals in Oregon City serve the county. Although the number of beds provided surpasses the minimum suggested by the State Board of Health for the county population, there are times these facilities are overcrowded. Persons in the Molalla area often go to the Silverton and Salem hospitals; in Sandy to Gresham or Portland; and in Lake Oswego primarily to the Portland hospitals. Some of these communities might possibly be able to support at least a small hospital facility.

In July 1968 Dwyer Memorial General Hospital opened in Milwaukie with 60 beds available. Sixty additional beds will be added in three years if present plans materialize.

Training for nurses is available in Portland hospitals and at the University of Oregon Medical School. Interested girls are encouraged by organizations offering scholarships. Training for licenced practical nurses is given by Clackamas County Community College. Training for nurses' aides is mostly on-the-job training.

The income level of families may influence medical care to some extent. Low income families may not seek medical care because of inability to pay. Families receiving public assistance do receive some medical care. In 1966, 2,444 public welfare cases received medical care, for which state public welfare paid.

The day-to-day demands of living exert considerable pressure on families and individuals, and many are unable to cope with them. The Clackamas County Mental Health Clinic serves county residents upon direct request or upon referral. A highly trained staff gives this service at a minimum fee, which is based on ability to pay. Plans are now being made for a comprehensive mental health program to give more effective help to those who need it.

### *Additional Problems*

Emotional problems of children are increasing with a noticeable rise in problems in the early teens. Research indicates that many of these problems have their beginnings in preschool years. This points to the importance of a stable and secure home for young children and the need for parents who understand the behavior and guidance of children.

The widespread use of drugs has spread to Clackamas County, and there is deep concern about the effects users will suffer. Parents and officials wonder why this is happening and what can be done to solve the problem.

A high percentage of accidents in the county resulting in injury occurred in or around the home. This seems to indicate that individuals need to become aware of existing hazards and take steps to correct them.

Accidental poisoning of small children who consume household or garden chemicals is not uncommon. Parents usually do not know what to do and may be unable to reach their physician. Many families live some distance from medical care and need immediate help. Telephone operators have not known how to reach the Poison Control Center at the medical school, and delay could be serious. Information should be readily available about placement of calls in these emergencies. This phone number is 228-9181 during the day, and at night, 228-5546.

### *Recommendations*

\* Develop nutrition programs to reach all age and income groups with information about the need for good nutrition, the selection and preparation of foods to preserve the essential nutrients, and planning attractive and appetizing meals. All education agencies and many youth and women's

organizations can include nutrition education in their programs.

\* Organize classes in prenatal measures to be given by the County Health Department to prepare both prospective parents for the responsibility of caring for a new infant.

\* Make county residents aware of the need for home safety and accident prevention.

\* Inform parents and young people about the dangers of the misuse of drugs, the factors that lead to the use of these drugs, and ways to combat the problem.

\* Develop an educational program to inform all Clackamas County residents of the services of the County Health Department and the Mental Health Clinic.

## HOUSING

The health, comfort, and stability of the family are affected by the adequacy of its housing. Clean, uncramped housing, equipped and furnished to meet family needs, helps to provide an atmosphere that contributes to the development of family members. Housing adequate for its citizens is a concern of every community.

In 1960 there were 40,032 dwelling units in Clackamas County. By December 1967 there were 9,954 new dwellings added in the urban areas and an unknown number of additional dwelling units in rural areas. Both single and multiple dwelling units were included. This gives a total of well over 50,000 units now in the county. The estimated increase of 100,000 in our population by 1980 seems to indicate that a considerable amount of new housing will be needed to meet the demand.

The overall picture of housing in Clackamas County is quite good, and better than in most parts of Oregon. Census figures for 1960 indicate 80.6 percent of the housing is sound, with 13.7 percent deteriorating and 5.7 percent dilapidated. Later estimates show a still higher rate of sound housing, with probably at least 85 percent considered sound and only 3.5 percent dilapidated.

Mobile home living is increasing. In 1967 license fees were collected for 5,589 mobile homes in Clackamas County. Of this number 2,978 house permanent residents of the county. Many of them are grouped together in mobile home parks.

Home ownership is important to a great many families. Two-thirds of county housing is occupied by the property owner. There is a higher percentage of home ownership in urban areas than in rural areas.

Rental space has been increased greatly by the construction of a large number of apartments, especially in the metropolitan area of the county, but even so it is not keeping pace with the increase in population. These rentals are more costly than many families can manage.

### *Housing Needs and Financing*

The greatest need in housing at this time seems to be suitable dwellings for people of limited income. This includes beginning families, the elderly, and many low-income families. Many of these families would like to purchase homes if they could find suitable housing at a cost they could afford. Rentals within their ability to pay are very limited.

The Clackamas County Housing Authority operates a permanent low-rent housing program. There are 100 homes in each of three housing parks. They are Clackamas Heights and Oregon City View Manor in Oregon City, and Hillside

Park in Milwaukie. About half of these dwellings are occupied by the elderly. Additional housing programs are in the planning stage. Although the 300 homes are occupied, there are at least another 300 families on the waiting list to get into this program. More homes of this type are needed to meet a growing need.

Two other government agencies are concerned with the financing of homes. The Federal Housing Authority makes loans for home purchases in the urban and suburban areas of the county. This organization has recently established a Housing Counseling Service for the greater Portland Area. This is a service, available to all, but particularly for low-income families, returning servicemen, displaced families, and minority groups, who are having difficulty finding suitable housing.

The second agency is the Farmer's Home Administration, which works in the rural areas and in towns under 5,500. Loans may be made for purchasing, building, improving, or repairing rural homes and farm buildings. They, too, are concerned with assisting the low-income family and have housing programs for senior citizens, self-help housing, and cooperative housing.

Many private organizations, such as banks, saving and loan associations and others make loans for housing. Most of these organizations offer some counseling. Real estate agents offer help in locating homes and give valuable service to home purchasers.

A great many people who are buying or building homes have had no experience with this before and are faced with many decisions. They often do not realize there are closing costs when homes are purchased. Many do not understand there may be extra expenditures for taxes, upkeep, repairs, and insurance, and that there may be a need for additional purchases for such things as furnishings or equipment for the home.

### *Other Aspects of Housing*

There are other aspects of family housing, too. Even though a high percentage of houses are considered sound, there is need for modernizing some to make them more comfortable and convenient. Kitchen, plumbing, and electrical systems may not meet the demands of the families occupying the house. Remodeling and repairing are often done by the family itself, and these families frequently need information to help them do the job.

Good housekeeping practices are also important to keep the home in good condition, sanitary, and comfortable. Prolonged neglect reflects upon the condition of the home and upon the physical and mental health of family members.

A share of the housing dollar is also used for decorating, furnishing, and equipping the home. The talent, skill, and knowledge of family members can be put to work to help to stretch the funds available to give maximum livability to any home. Long-time planning and acquiring necessary information is usually necessary to achieve the desired results. The greatest planning is needed where the funds are the most limited.

Every home is a part of the community. Families need to understand their relationship to the community. They need to know what services are provided to homes. For many communities this will probably include water, sewage disposal, protective services such as fire and police, recreational facilities, libraries, schools, and many others.

### *Recommendations*

\* Develop educational programs to assist families with the

decisions they must make about a home, its furnishings and equipment, and its care.

- \* Make a further study of the need for low-cost housing, the type of housing needed, and how the need may be met.
- \* Include appropriate information on housing and the care of the home in 4-H, in other youth programs, and in school.

## CONSUMER COMPETENCE

In this consumer society families are no longer self-sufficient, producing all that they consume. Instead most of the material things and an increasing number of services are purchased. A wide range of knowledge is needed to make the best use of the family income and resources. These resources include time, energy, skills, knowledge, and talents. The value system of the family will influence the use of these resources to achieve family goals.

### Problems

**CREDIT** There are problems in money management at every income level in Clackamas County. Many families have no spending or saving plans and lack the knowledge for setting up such plans. There is much pressure in the market place to use credit and too little understanding by the consumer of what is involved in the use of that credit. Wise consumer decisions are difficult without adequate knowledge. Lack of knowledge and concern about family economics and failure to manage these resources often contribute to the breakdown of family stability.

The philosophy of "buy now and pay later" is prevalent. It is estimated that about 80 percent of families use credit

to secure goods and services they desire. If wisely used, families may secure excellent benefits, but too frequently the consumer pays much more than he realizes for the privilege of using credit, or overextends its use.

Evidence of overextension of credit is reported by banks, savings and loan associations, and credit unions. Bankruptcies have increased 35 percent in the past 10 years. Oregon ranks highest in the nation in the number of bankruptcies for its population, and Clackamas County has its share of these.

A great many other families seek help from financial institutions to get out of financial troubles growing out of overextension of credit. Counseling service is available from most banks and credit unions. Consultation with these organizations before entering into contracts instead of after would give the necessary knowledge upon which to base decisions.

A lack of knowledge and understanding exists concerning true credit rates, how to purchase credit, services of financial organizations, contracts, and how to borrow money. It is reported that consumers often shop for good prices but much less often shop for credit. Because of this, the price advantage may be canceled by high interest rates. Many people do not realize that the privilege of using credit must be earned and that poor use of credit may cancel this privilege.

County financial experts report that families often fail to make adequate plans for use of their income. Budgets of some kind are important and should include not only spending plans, but plans for saving, too. Both marriage partners should fully understand the plans.

**SPECIFIC PROBLEMS** Many problems arise when women do not understand finances. Because they have greater life expectancy than men, they may be widowed, and it is reported that a high percentage of widows are unprepared to handle the financial problems they face. They may then rely on uninformed relatives or friends for advice. These factors often result in losses they cannot afford. Women who are heads of the household often lack knowledge of money management. Marylhurst College has offered a series on Finances for Women but more such educational programs are needed, especially for the moderate and low-income homemakers.

Young marrieds, too, need guidance to develop realistic financial plans for meeting their needs. They frequently rely too heavily on credit and quickly find themselves in financial difficulty. An understanding is needed of what they can reasonably spend for their essential needs, and at the same time save for emergencies and for the future.

The elderly and those of limited income are often victimized because they do not understand contracts and interest rates. Although the amounts may not be great, they cannot afford even small losses.

Teenagers have become very important as consumers, but the majority have not learned to evaluate the things for which they spend their money to get maximum value for their expenditures.

**MONEY MANAGEMENT** Management is learned best by practice, and Clackamas County financial organizations believe that children should learn as early as possible how to handle money. Savings accounts can be started very early, and checking accounts may be recommended as soon as a boy or girl starts earning money. This gives practice in handling money, teaches responsibility, and develops confidence.

A better understanding of all financial organizations and the services offered by each would be valuable to all consumers.

In 1963 there were 875 retail sales establishments in Clackamas County with sales of over \$122 million. In



addition to this there were 502 establishments offering services for which over \$10½ million was spent. There has been considerable growth since that time, too. This gives some idea of the complexity of the market the consumer faces and the need to be informed in order to make spending decisions.

Pressures faced by consumers are many, and most families say they find their resistance broken down at least a part of the time. Trying to keep up with other families leads to purchases which might otherwise not be made. The continuous barrage of advertising makes endless numbers of products seem desirable. Impulse buying is another hazard for the family income. Comparative shopping is not practiced as much as it might be.

Competence in the use of goods and services purchased is necessary to make dollars stretch. Waste results when use is not understood.

Consumer problems in major spending areas are recognized in this county. Grocers and homemakers indicate that consumers often do not understand quality in the food they buy. Wise selection of food based on the age, nutritional, and health needs of the family members is not always made. Price differentials in fresh and processed foods are puzzling. Lack of understanding of grades and labels is common.

Skill in preparation of food varies widely. In most cases dollars can be saved when the homemaker learns the skills needed to prepare foods well. Low-cost foods can be utilized to advantage when their preparation is understood.

Making the most of the clothing dollar also requires skill. Choices must be made on the basis of cost, quality, and wardrobe coordination. The relationship of the clothing budget to the family needs must be considered. Skill in caring for clothing can mean collars saved. Cleaning, pressing, and mending fabric garments require knowledge of the care of fibers and an understanding of labels on clothing or yardage.

Skill in clothing construction may be developed in Extension clothing workshops and in adult education classes and can be used to extend the clothing dollar. Such programs could include renovation and remodeling of usable clothing.

Some consumers seek information before investing in electrical equipment and appliances, and home furnishings. Others need to know impartial information is available to help them evaluate and select those most suited to their needs.

Frequently overlooked is the cost of family transportation, which takes about 13 percent of the average family income. This includes purchase and operation of cars, and public transportation.

Families also use a portion of their income to pay for public services. These include such things as education at all levels, fire and police protection, safe water, health services, recreation, distribution of Abundant Foods, and other services or goods provided by different segments of government. Decisions about using and financing them must be made regularly.

Laws and regulations for consumer protection are not always understood and are sometimes felt to be unnecessary. A more complete understanding by the general public of these protective measures would be desirable.

Many families have untapped resources in the time and energy of family members and could develop skills and acquire knowledge that would make them more effective consumers. All resources must be used to the fullest for maximum consumer benefits.

## Recommendations

\* Develop educational programs dealing with financial information. Information appropriate for each age level should be provided in grade and high schools, and an opportunity be given to put this knowledge into practice through such organizations as school stores and credit unions. Field trips to banks and other financial organizations would acquaint students with their services. The community college, and various adult education programs, as well as banks and churches could offer classes or workshops for both men and women to teach family-spending plans, credits, and money management. A workshop or short course on money management for women should be made available for the many women who alone carry the financial responsibility for a family. Special attention should be given to those with limited income.

\* Develop 4-H projects in the area of consumer competence and money management.

\* Plan consumer information programs to teach families about selection of food, clothing, furnishings, equipment, transportation, and services. Included in these programs should be the care and use of the products purchased and sources of consumer education information. The programs should operate through high schools, classes for boys and girls, youth groups, the Extension Service, and adult education classes. Newspapers, radio, television, and merchants can help to make information available.

\* Provide more information to county residents about the facilities and services available to the consumer through the community, the county, and other governmental agencies in order that these resources be given maximum use.

## YOUTH

"Tomorrow's adult must learn to shoulder responsibility as a part of today's challenge. And that challenge to help youth develop responsibility belongs to the parents and teachers of today's youth."

In Clackamas County there are 45,874 children under 19 years of age who need the guidance and direction of parents, teachers and other adult citizens. There are 39,832 females 14 years and older. Of these, 13,141 are in the labor force, 659 of whom are unemployed. In terms of percentages, it means that 33 percent of the women 14 years and older are in the labor force; 31 percent of the women 14 years and older are employed. The approximate percentage breakdown by age of females in the labor force is as follows:

4.5% females 14-17  
13.5% females 18-24  
15.0% females 25-34  
25.0% females 35-44  
36.5% females 45-65  
5.0% females 65 over

(Resource Analysis, Clackamas County)

## Problems and Recommendations

In addition to the employed, many mothers are involved in community activities and organizations which require that the mother spend time away from the home. Many children return home from school to an empty house, letting themselves in with a key on a chain around their neck. Children are inclined to experiment to satisfy their

curiosity during these unsupervised "lone hours." Many parents do not know where their children are or what they are doing during their free time. Knowing where children are at all times would help to combat many youth problems.

The committee recommends that:

- \* Parents or adult groups interested in youth such as PTA, church groups, and Extension should plan and conduct educational programs to help parents become more aware of the need for child supervision and guidance during times of parental absence and at all other times.

- \* Educational programs should be planned and conducted to emphasize to parents the importance of parental responsibility in rearing children.

Youth participate in many activities in the community, school, church and other organizations. Some of the activities available include extracurricular secondary school activities; church youth groups; County Youth Council; and community service activities. Approximately one-third of the school-age youth actively participate in youth organizations such as 4-H, Girl and Boy Scouts, YM-YWCA, and Campfire. Although there are many and varied activities and organizations available for them, many youth are not participating in any meaningful outside activities.

Elementary school principals who were visited and questioned reported no organized after-school activity for elementary students. Few school facilities are available for youth activities and/or meetings that are unrelated to the school program; of those available most are for a nominal charge.

Principals also indicated little school-community coordination, especially in the more metropolitan areas and in instances where many elementary schools are in one community area. School boundaries often change each year because of uneven distribution of ages of school children. No effort is made to coordinate school-community life in these areas.

Today's youth will be tomorrow's leaders and citizens. Activities and organizations are available for youth if only their interests are found and directed into meaningful channels. Young people want to have the opportunity to express themselves on matters in which they are directly involved or affected. The general public needs to be made

more aware of what activities and organizations are available for youth and of the need for volunteer adult leadership. Youth groups and organizations could be more effective if adequate meeting facilities were readily available for their use without charge.

Youth do their best when they share in the planning, policy making, and carrying out the action; having direct personal involvement in the activity helps develop responsibility in the youth.

The committee submits the following recommendations:

- \* Youth groups and organizations need to communicate to people the scope and value of their programs and the role they play in the personal development of the individual boy and girl.

- \* The need for adult volunteer leadership in youth organizations and activities should be made known. Retired and senior citizens should be invited to join such programs.

- \* A central clearing house and coordinating service should be established to identify and record community service or other similar projects needing assistance and to provide information to groups in search of a meaningful project. A means of communicating with those groups needing and/or offering assistance should be developed.

- \* Educational programs should be developed to communicate and reinforce the value and the contribution that today's youth makes to society.

- \* Programs to increase awareness of the need for school-community activity coordination need to be developed.

- \* Youth organizations and groups responsible for youth activities should place increased emphasis on the need to create an interest in nonparticipants so that they will become involved in some kind of meaningful activity or program.

- \* Programs and activities should be developed which will provide youth the opportunity to become involved in activities in which they take part in the planning, policy making, and carrying through the action to help promote qualities of leadership and responsibility.

- \* More adequate meeting facilities which can be used without charge by youth groups conducting educational and cultural activities are needed in each community.

## EDUCATION

The Education Subcommittee has attempted to explore all aspects of education for gainful employment as well as for personal and cultural development and appreciation. In doing so, all age groups, backgrounds, present economic status, geographical locations, personal potential, and future needs of the county have been considered. Also considered were the present educational situation and projected future educational needs of the county.

According to 1960 census figures, there are 11,893 children under 5 years of age; 32,981 school age children 5-19 years of age; 57,131 available for labor market 20-65 years of age; and 11,033 retired persons or those 65 and over.

There are a total of 22 public kindergarten classes in the county, the following school districts have a K-12 grade school program: Lake Oswego, Oregon City, Concord, and Oak Grove. According to the State Department of Education, 35 percent of 5-year-olds are in private kindergartens. Thirty percent of the 5-year-old children in the Oregon City school system are in public kindergarten

programs. Public kindergartens must meet state requirements and regulations. There is no record of the number of private kindergartens because there are no requirements, regulations, or place of record for private kindergartens. There are increased numbers of TB cases and accidental injuries (broken bones, etc.) in private kindergartens, according to the State Department of Health. The State Board of Education has no requirements for child-care centers. There are eight licensed day-care centers in Clackamas County.

## VOCATIONAL EDUCATION

"Most educators, both general and vocational, agree that vocational education is concerned with learning to work."  
1. In relation to vocational education, there is a problem in

communicating the true meaning of vocational education to the people in the county. Many in Clackamas County are and will be underemployed because of lack of marketable skills. Information based on the Manpower Resource study for the Portland Metropolitan Area which includes Clackamas, Multnomah, Washington Counties in Oregon and Clark County, Washington, reveals that "the forecast for 1969 indicates a shortage of more than 9,700 workers, who will lack the proper training and/or skills to fill these jobs. The surplus will be composed of workers whose lack of training will make them acceptable to employers only in the service, semi-skilled, unskilled, and entry sales occupations. Almost half of the high school graduates entering the labor market in the next five years will not have a marketable skill."<sup>2</sup>

All secondary schools in the county provide one or more of the following vocational programs: vocational agriculture, home economics, distributive education and auto mechanics. In addition to secondary offerings there are adult education programs for vocational training, college credit, and personal enrichment available through Clackamas Community College, Marylhurst College, Oregon City Vocational School, Division of Continuing Education, and Milwaukie Skills Center, which serves three Milwaukie high schools. There are also adult education programs organized and offered by various organizations and agencies such as the Cooperative Extension Service, city and county recreation departments, and church groups.

There has been an attempt to articulate the vocational programs of the community college with some, but not all, high school vocational programs in the county. Many people are not aware of the educational opportunities available to them.

A survey of high school students in Clackamas County conducted by the Clackamas County Youth Council revealed a real need and desire for more comprehensive vocational counseling and guidance. Of the 800 surveyed, 53 percent answered no to the question "Does job counseling at the high school level adequately serve those desiring summer employment?"; 54 percent answered yes to "Does the need for vocational schools exceed the need for liberal arts training in our county?"

<sup>2</sup> The Portland Metropolitan Area Manpower Resources Study p.4 (sponsored by the Metropolitan Area Manpower Council, Chas. R. Holloway, Jr., Chrmn.

1. Roberts, Roy W. Vocational AND Practical Arts Education; 1957.

## ATTITUDES

According to 1963-64 State Department of Education statistics there were 9,532 students enrolled in the tenth through twelfth grades in Clackamas County. During that same school year, 1.8 percent or 169 students dropped out of school (this figure does not include pupils who dropped out during the summer prior to or after this school year).

Requests have come directly from business to those involved in education, counseling, and job placement suggesting that all persons seeking employment need to be more aware of the necessity of proper attitudes toward work and that the teaching of proper attitudes must become an important part of all phases of education.

The results of the Clackamas County Youth Council survey conducted in May 1966 and recommendations by the Manpower Resource for the Portland metropolitan area indicates a need for more interaction between the employment community and those preparing for employment at all ages and levels.

It is the concern of many that the physical, moral, and mental development of the youth of our county be safeguarded during their most formative years.

Within the last two years local public transportation has been removed from the outlying districts of Clackamas County; because of this, the majority of residents are unable to participate in recreational and leisure-time educational activities available to them.

Many schools and other group activities and programs emphasize conservation education; however, only a small percentage of students are reached.

## RECOMMENDATIONS

\* Incorporate the teaching of proper attitudes toward the world of work into all phases of education and vocational training.

\* Make students more aware of the relation of high schools, advanced training, advancement, and more interesting job opportunities.

\* Place more emphasis both in and out of school on vocational guidance and counseling.

\* Make available more and expanded career day activities to all youth, parents, and other segments of the population of our county.

\* Make a survey of available resource persons, films, and other teaching aids related to the preparation for, and success in, vocations which our population requires.

\* Keep more adequate records regarding school dropouts in order to analyze reasons for dropouts and to make suggestions for changes which possibly need to be considered in alleviating this problem.

\* Inform the public of the lack of state standards and requirements regarding private kindergartens and public child-care centers so that they will understand that some action needs to be taken to bring these establishments under state regulations and requirements in order to protect the health and welfare of the children involved.

\* Make a survey of public transportation needs in the county in order to make available the recreational and leisure-time educational activities already in existence to more of the population of our county.

\* Direct effort toward interests in cultural and social improvement and the basic principles of democracy in order to help develop self-directed, self-dependent, and interested citizens.

\* Develop a comprehensive conservation and outdoor program and promote the incorporation of such a program into school curricula and activities, and into the program and activities of other public and private groups and agencies.

\* Use newspaper publicity to describe courses offered in adult education.

\* Support the following recommendations made by the Manpower Resource Study of Portland Metropolitan Area:

1. Strengthen the line of communications between the business community and school authorities with a view to development of new curriculum requirements as dictated by technological change.
2. Educators and the business community join hands in reestablishing in the minds of parents and students alike the fact that there is a certain prestige and dignity in manual skills; that such skills are not unrewarding financially, and can be equally rewarding in personal satisfactions.
3. Expand adult educational programs with a view to both upgrading worker skills for those occupations

where shortages are expected and retraining those workers who have skills in the diminishing occupations.

4. Develop more effective programs for vocational guidance and improve counseling and placement programs.

## COMMUNITY SERVICES

Many services are available to the people in Clackamas County. The Community Services Subcommittee studied many of these in an attempt to determine what services are available and how well the needs are being met. The rapidly increasing population in the county is making increased demands on most of the services available. Many of the people contacted expressed the need for additional workers and facilities.

### HEALTH DEPARTMENT

The Clackamas County Health Department provides, free of charge, chest X-rays, tuberculin tests, and immunization for all communicable diseases except influenza. It also provides school nurses and county public health nurses. Case finding is an important job of the latter service, as the public health nurse meets many diseased or crippled children and adults, whom she either treats or refers to the proper agency. In fact, the health department is one of the clearing houses for people in trouble and does a lot of referrals to other agencies.

Eight well baby clinics, operated throughout the county, handled 686 appointments during the 1966-67 school year. Other services of the health department are a family planning clinic and a dental clinic. From July 1, 1967 to May 31, 1968, 317 needy children from first through sixth grades received free dental care. Also offered is a unique service called the "Loan Closet," which enables residents to borrow hospital beds, wheel chairs, bed tables, bed pans, walkers, or other needs of the ill, for three months free of charge. All equipment has been donated or bought from grant money given to the department.

The Child Development Clinic is for the retarded child and is staffed by a public health nurse, pediatrician, psychologist, speech therapist, and/or a psychiatric social worker. Professional staffings help determine which treatment is best for the child. Since this program started in May 1960, 736 clients have been served.

One of the most important programs at this time is that of generalized environmental sanitation, which includes such diversified items as air and water pollution, sewage and waste disposal, and consultation with the planning commission to see if drainage in a certain area will support another building. This program is one of critical importance throughout the county and nation, because its success or failure will determine the physical environment in which future generations will live.

#### *Recommendations*

- \* Support the Clackamas County Health Department in its program to control pollution.
- \* Give consideration to providing dental care for needy children above the sixth grade.

### MENTAL HEALTH CLINIC

Whether it is the stress of living in present-day society, more sophisticated means of early detection and treatment

of mental disturbances, or merely the population explosion, the fact remains that all institutions dealing with emotional problems or strained interpersonal relationships are having difficulty supplying the tremendous demand for their services.

One such service is the Clackamas County Mental Health Clinic, which functions under the Clackamas County Mental Health Council, Inc., a board which is responsible to the county commissioners for the administration of the Mental Health Clinic. Funding comes from county, state, and federal funds; from the UGN; and from patient fees, which are based on the ability to pay.

Prevention and rehabilitation are paramount goals of the department, which served 1,150 patients during the year ending July 1967. Modern concepts hold that much custodial care can be avoided if there is early detection and treatment of emotional problems. Every person contacting the clinic for assistance may talk with one of the professional staff, and if direct service is indicated, an early appointment is made.

Services of the Mental Health Clinic include the evaluation and treatment of emotional and behavioral disturbances of children and adults; provision of consultation and in-service training programs to the schools and other public agencies; and public education in mental health.

A committee is now exploring the possibility of establishing a Comprehensive Mental Center in Clackamas County. Such a center could provide better coordination and fuller use of existing facilities, making it possible to supply a total mental health program to people of the county more economically and efficiently. The committee recommends the establishment of such a center in Clackamas County.

### FIRE PROTECTION

Clackamas County is served by 20 fire departments, which are governed by the Oregon Fire Insurance Rating Bureau. There are 102 paid personnel and 352 volunteers serving the county.

A mutual aid system exists within the county in which the local fire Chief shall call on the County Fire Service Chief for assistance in accordance with the County Mutual Aid Plan.

A prearranged mutual aid system with other counties is also in effect and is used when it is apparent that the county mutual aid facilities are not ample to cope with the immediate problem.

There is a gradual trend toward increased consolidation as Clackamas County continues its population growth and thereby its need for greater fire protection.

#### *Recommendations*

- \* Strive toward an increase in paid personnel in county fire departments.
- \* Work toward purchase of additional modern fire-fighting equipment.
- \* Recommend installation of sprinkler systems in new

business and industrial building programs.

\* Work toward the establishment of a common telephone number that could be dialed for any emergency - the same number that could be dialed any place in the United States.

## COUNTY LIBRARY

Clackamas County Library, with its headquarters in Oregon City, has 10 branch libraries, 11 deposit stations, and 1 bookmobile to serve the reading population of 118,000.

Branches served are Canby, Clackamas, Estacada, Gladstone, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, and West Linn.

Deposit Stations are Battin, Boring, Clackamas Heights, Clackamas County Jail, Dodge, Kelso, Willamette View Manor, Rose Villa, Sunset, Willamette, and Wilsonville, plus 15 schools or school districts in the county.

There is one bookmobile serving the entire county. A few of the deposit stations it serves are Dammasch Hospital, Willamette View Manor, and the county jail. The bookmobile makes 18 regularly scheduled stops, where borrowers may select books and take advantage of other county library services.

The library headquarters staff consists of three with degrees in library science, the others being trained librarians.

Long-range plans call for the addition of films filmstrips, recordings (including foreign language records), art prints, tapes, and other resource materials. (There is an excellent audio visual department in the county, but it is restricted to Clackamas County teachers and public school personnel only.)

### Recommendations

- \* Increase the basic book collection and periodicals to meet state standards.
- \* Increase reference and technical materials.
- \* Replace the present antiquated bookmobile.
- \* Increase the professional staff to meet state standards and the needs of the growing county.

## RECREATION

Clackamas County provides a variety of recreation with its mountains, parks, rivers, and many areas of beauty.

There are 13 county parks that are owned or leased by the county, with a total of 1,500 acres. These include three boat ramps. Three of the parks (Barton, Eagle Fern, and Metzler) are open all winter. North Clackamas Central Park is in the advanced planning stage, and if proposed and passed at a near-future budget, will contribute greatly to the needs of the North Clackamas area.

City recreation programs include planned programs at Milwaukie, Gladstone, West Linn, Oregon City, and Molalla. Staff members plan and supervise a variety of

activities. Sandy and Oregon City have public swimming pools, and efforts are under way to provide them in other parts of the county.

Year-round use is being made of the county fairgrounds, particularly by horse groups. A heated dining room is also available for dinners and meetings.

The county offers a variety of annual events for recreation and entertainment. However, with an increasing amount of leisure time, there exists a definite challenge to increase our recreational areas and facilities.

### Recommendations

- \* Increase the number of recreational parks, overnight camping facilities, and recreational facilities for youth and adults, including additional covered heated swimming pools.
- \* Provide a fuller use of the county fairgrounds throughout the year.
- \* Make more extensive use of school facilities for summer recreation.

## FAMILY COUNSELING SERVICE

The Family Counseling Service is an accredited agency of the Family Service Association of America and is UGN supported. All staff caseworkers hold master's degrees in the social field and are further qualified by actual experience.

The main office of this agency is at 2281 N.W. Everett Street, Portland, with a branch office at 102 9th Street, Oregon City, to serve Clackamas County. The branch office is open two days a week and is staffed with one caseworker.

In 1967 this office handled active cases involving approximately 400 children, received 344 office visits, made 19 homes visits, and held 12 conferences at schools and other agencies. In addition, homemaker services were provided three families. An additional 40 to 50 families went to the Portland office for help. Fees for services are based on the ability to pay, and, as may be expected, are rather insignificant compared to the cost.

The main problem facing this service agency is funding. Supplemental financial support must be made available if it is to develop its full potential. Money might be procured by a group who could develop the facts and present them to interested people and companies within the county who would be in a position to make continuing financial aid available.

## PUBLIC WELFARE COMMISSION

Offices of the Clackamas County Welfare Commission are at 1107 Seventh Street in Oregon City. Many programs are administered by the commission. They are financed by federal, state, and county money. The following tabulation for the month of December 1967 will give an idea of the services performed under the various programs.

<u>PROGRAM</u>	<u>CASES RECEIVING DIRECT PAYMENT</u>	<u>FINANCED BY</u>
Old Age Assistance (GAA)	422	50% fed., 35% state, 15% co.
Aid to Dependent Children (ADC)	556	50% fed., 35% state, 15% co.
Aid to Blind (AD)	23	50% fed., 35% state, 15% co.
Aid to Disabled (AD)	236	50% fed., 35% state, 15% co.
General Assistance (GA)	142	State and county
Foster Care (FC)	214	State and county

Under present laws, nonresidents of the state can be given assistance for one 30-day period within a 12-month period. An additional 14 days of emergency assistance can be given for a few really desperate situations.

Present needs include day care nursery for mothers in low-income groups; more housing for low-income families; transportation, public and/or private, for medical and other essential appointments; homemaker services; and training for mothers of children in upper grades and high school to do daytime housekeeping.

Welfare needs in the county will no doubt continue to grow. Meeting these needs adequately will certainly put a greater drain on tax source monies. Some of the services performed by the commission, such as transportation, could be provided by service groups and private citizens.

The committee suggests that individuals and groups be encouraged to volunteer their services to the Welfare Department.

## EMPLOYMENT SERVICE

The Employment Service in Clackamas County is dedicated to finding the best qualified individuals to fill any employer's need for workers. The number of persons placed on nonagricultural jobs the past several years has varied slightly around 3,000 persons per year. The jobs range in type from professional to unskilled.

Placements in agricultural jobs during 1967 totaled 9,521. Of this number, 8,890 were in organized crews, most of whom were school children. The remainder were individually selected and referred and included 44 placed in permanent and 587 in seasonal jobs.

Seasonal farm offices are operated during the summer months at Sandy and Canby to supplement the full-time farm service in the Oregon City office.

The insured unemployment rate for Clackamas County in January, 1969 was 4.7 percent. The rate for Oregon was 5.9 percent, and the United States 3.0 percent. In Clackamas County, the rate for the first week in February 1968 was 5.7 percent; 1967, 6.6 percent; 1963, 9.6 percent, and 1961, 16.1 percent.

The estimate of the labor force in the county in 1967 was 41,000, with an unemployment of 4.9 percent. Employment was divided as follows: agriculture, 4,700; manufacturing, 8,230; nonmanufacturing, 19,229; and self-employed, 6,950.

In recent years, the Employment Service has endeavored to place less qualified people in suitable jobs. The service is also working with employers to develop jobs for persons who need a start, in order to help them gain entrance to a job.

Special programs which are helping in training and placing less qualified people include, "Hire the Handicapped," Manpower, the Development and Training Act, On-the-Job-Training, the Job Corps, the Neighborhood Youth Corps, and the Older Worker program. Aptitude testing is also used, especially with new entrants into the labor market, older workers changing jobs, and handicapped individuals.

The committee recommends that efforts continue to train unemployed persons in order to help them find suitable employment.

## POLICE PROTECTION

The results of a questionnaire sent to each Clackamas County municipal police chief indicate that the most

pressing needs felt by those who responded are more personnel and larger salaries.

Because personnel are needed to meet the minimum standards recommended by the Oregon State Board of Police Standards and Training and because the starting salaries are often low, several communities indicated considerable difficulty in recruiting personnel. Each respondent indicated an immediate need for increased salaries.

In addition, each respondent felt that his work could be helped by a coordinated effort to establish a centralized laboratory, a centralized records system, and centralized communications (radio-telephone-teletype). Obviously, together the communities could establish much more adequate facilities of this sort than any could alone.

## Recommendations

- \* Work towards improved salaries for law enforcement personnel to attract and hold well-qualified individuals.
- \* Establish centralized and immediately accessible records and an operations center for the county.

## CHURCHES

In 1963, the last year for which accurate figures are available, 28 percent of the people who lived in Clackamas County attended church. There are 161 churches in the county, with average membership of 210. Clackamas County is below the average in rate of church membership in Oregon (31%), and Oregon as a whole has the lowest rate of church attendance of any state in the nation. The number of divorces per 100 marriages in Oregon, during 1963 was more than double the national rate, while the rate of illegitimate births is considerably above the national rate.

The above figures, coupled with the fact that church membership in Oregon has increased by nearly 25 percent in the last 35 years, indicate that the church has been weak in strengthening marriage stability and premarital chastity, two of the areas which the church has traditionally held to be within its domain.

It seems entirely possible that churches are not adequately reaching all segments of the population. Even when a person does belong to a church, it may have less effect upon his life than in times past. This is the major issue facing the churches in Clackamas County today. It appears there is a need for churches to take a more active role in social action in the communities around them; to become involved in serving not only those who are active in churches but those who are not participating in church activity; to re-examine their facilities and programs in the light of the population projections and the changes in communities that population changes bring.

## Recommendations

- \* Churches should take a more active role in the social action of their communities.
- \* Church programs should be more closely related to the changing needs of the people.

## AMERICAN RED CROSS

The Oregon Trail Chapter of the American Red Cross maintains an office in Oregon City. Telephone service is

available 24 hours a day, seven days a week. The office is open for personal calls five days a week.

In 1967 this office handled a total caseload of 1,254. Of these, 545 were in connection with military service personnel. During the year 25 bloodmobiles were organized, which collected 1,493 pints of blood. This amounted to approximately 40 percent of the county's need. A total of 1,091 were certified as first aiders from 80 standard first aid classes conducted by this office. There were 499 water safety classes, with 4,655 certificates issued. Another 2,928 certificates were issued to those from classes conducted by the schools.

In addition to the above, instructions in home nursing and mother and baby care are available through this office. A number of schools in the county are participating in these two programs.

Services provided seem to be adequate except in the area of blood collections. An adequate blood bank is vital to the health of the county. Several organizations presently aid the program, but much more active interest and participation is needed if day-to-day needs for blood are to be met.

The committee suggests that more Red Cross classes such as house nursing, first aid, and water safety be promoted.

## CULTURE

As stated here and in other reports that have been made, Clackamas County is growing, both in assessed valuation and population. Population studies show that in 13 years (1980) this county's population will have increased to 200,000. Adequate, comprehensive planning must be made now, and one main consideration must be given to the expected increase in leisure time to be afforded by all persons. This leisure time will offer an opportunity to pursue cultural development, especially the fine arts.

Painting, drawing, architecture and sculpture, poetry, music, dancing, and dramatic art have been thought in the past to have been derived from the city of Portland. In latter years, however, cultural activities within our own county have been growing rapidly.

There are many artists in Milwaukie, Oregon City, Lake Oswego, Gladstone, Estacada, and Molalla, and many other parts of the county. During the past five years, artists' groups have formed in the county, as well as ceramics, sculpture, weaving and painting classes, and interest groups. Authors and dramatists are scattered throughout the county, and many have been remarkably successful. Groups gather periodically to discuss and criticize creative works,

but no one place is a common meeting ground for them.

Some creative art is being promoted to a limited extent within our school system, and the future years of our community college hold hope of fulfilling some cultural requests on the part of the citizenry. Expert teaching and opportunities of increasing knowledge of past creative developments are at present very limited. Poetry, music, dancing, and drama have their best outlet within our grade and high schools, but older persons have small opportunity within the county. Some energy is being expended to obtain enough money and talent to support a junior symphony group in the Clackamas County area, but developments along these lines need further expansion.

Architecture in this area has been in the form of smaller structures. Several outstanding bank buildings and business offices are within city limits, and on the outskirts of some of our cities can be found examples of mid-Victorian frame houses, Byzantine and Gothic cottages, pioneer cabins, the famous Barclay House and McLoughlin House in Oregon City, and many varying forms of architecture.

There are many places of historical importance in the county that could be made more widely known. There is growing interest in the history of the county and appreciation for its place in the development of Oregon.

During interviews with 10 community leaders of our major cities in Clackamas County, one serious need in community life was pointed out. Facilities are lacking where persons in our county might pursue cultural interests. All persons interviewed were of the opinion that our county could conceivably support a museum—one in which we could preserve some of the handiwork which is still done by many of our citizens, one where new forms of creative work might be performed, perhaps a "Do" as well as "View" museum. Thought has been given to the youth of our area, but there is no consensus that a recreational center should be part of a cultural center.

### *Recommendations*

- \* Erect some type of marker near historical points of interest and distribute a map of such points to visitors and tourists in the county.
- \* Begin concerted planning for a centrally located cultural center.
- \* Determine the location of the talent in the county and decide what programs could use further expansion. This might be done through a column in newspapers and with the cooperation of interested groups and individuals.

# Natural Resources



# NATURAL RESOURCES COMMITTEE REPORT

The job of planning the use and development of our natural resources should be continuous and of concern to all residents of Clackamas County. Planning should emphasize the needs of the future and still be sensitive to immediate needs of residents of Clackamas County.

The natural resources of our county should be developed

to benefit the maximum number of people; to preserve and not destroy our resources; to enhance and protect the livability of Clackamas County.

The major areas considered by the Natural Resources Committee are outdoor recreation, forestry, land, and water.

## AGRICULTURAL RESOURCES

The greatest challenge confronting Clackamas County is the maintenance of livability. To preserve livability, will require that open spaces or greenspace, be retained on a large scale throughout the environs of the city-to-be. The land area of Clackamas County totals 1,209,600 acres. This total acreage is divided among many uses which compete for this resource. The basic industries of agriculture and forestry require land to produce their products. Agriculture now uses 19.5 percent and forestry 72.2 percent of the land in Clackamas County. Currently, urban uses occupy 1.8 percent of the total land surface.

From the time that Clackamas County was settled until the present, approximately 2 percent of total land surface has been utilized for urban purposes. For the predictable future, there will be ample space for urban development as well as for other uses of land. The challenge will be to plan the use of agriculturally productive soils, considering both crop productivity and non-agricultural uses required for a growing population.

Land is an irreplaceable resource and should be used wisely. Land-use planning must consider present needs and also provide for needs of future generations.

### RECOMMENDATIONS

- \* Conserve land as a resource to avoid the premature conversion from agriculture to other uses.

- \* Make an immediate comprehensive survey and detailed classification of the soils in the county.
- \* Develop for urban uses the poor soils types and hilly or broken sections of the county.
- \* Provide open space and recreational areas near urban centers for future use.
- \* Relate taxes on agricultural land to productivity.
- \* Encourage drainage systems on soils in Clackamas County where needed.
- \* Construct storage dams to provide additional water for irrigation.
- \* Continue research to develop new crops and mechanical harvesting equipment.
- \* Before zoning regulations or changes are implemented, give people in the areas effected an opportunity to vote or pass judgment on such changes.
- \* Encourage food processing and other industries to locate in rural Clackamas County.
- \* Encourage and preserve Clackamas County's family farm enterprises.
- \* Request the county Extension Service to continue providing information concerning land use, water development, taxation, and new innovation from research for all people in Clackamas County.

## FOREST RESOURCES

The forest resource of Clackamas County is producing both economic and aesthetic values. It is a material resource which lends itself to extremes of management intensity and

diversity of usage. Most important, it is a renewable resource and is capable of continuing to provide a major source of cash flow and employment.

### ECONOMIC VALUE

Of the 1,209,600 acres in the county, 71 percent, or about 860,000 acres, are supporting commercial forests with an inventory of approximately 18 billion board feet. The value of this standing timber as potential sawlog stumpage would be near \$630 million. To this should be added the value of the 225,000 acres of standing precommercial young growth estimated at \$22.5 million.

This makes a total forest asset of approximately \$652.5 million.\*

As old-growth forests are cut and as less defective well-managed stands replace them, the inventory volume (board foot measure) will decrease. The value, however, should remain near the present level because of greater utilization through new and expanded markets, reduced losses from mortality, decreased logging costs, and increased mill prices. The commercial forest land of Clackamas County and timber inventory is as follows:

	Acres	Board feet
Forest Service .....	492,000	14.5 billion
Bureau of Land Management .....	61,000	1.5 billion
Other public .....	12,000	.25 million
Large corporate .....	135,000	1.0 billion
Other private .....	160,000	** 1.0 billion
Totals .....	860,000	18.0 Billion

Best possible estimate from Clackamas-Marion FPA rolls and ad valorem tax rolls, with an effort made to extract those designated areas which will never be of commercial importance.

Estimate based on average volume of 35 MBF on 12½% of the land and 2 MBF on the balance.

These various owners collectively provide approximately \$2.5 million in annual revenue directly to the county. This is in the form of taxes on the standing and cut timber for the private landowners and payments in lieu of taxes paid from the proceeds of timber sales by the public agencies. Public lands are providing approximately \$4.25 per acre annually in lieu of taxes in direct payment to the county, plus private investment in access roads. Forest land in private ownership annually pays about \$.40 per acre in land tax. In addition one must add the monies derived from taxes on standing timber, harvested timber, and income of the owners.

Forest management is planning on a minimal 33 percent increase in this county revenue in the next 10 years to about \$3.3 million, with a figure of \$3.5 to \$4 million more probably. In addition to this direct return from the standing trees and raw logs, there is the multiplier effect of labor, plus the allied wood-processing industries in this county. Using the number nine, which is often quoted by the Forest Service, the timber industry is generating about \$22.5 million to the economy of Clackamas County from its forest resource. As much as \$36 million is forecast for 1978.

## OTHER VALUES

With the direct dollar relationship of the forest industry to the people of the county, there are other substantial reasons for maintaining a well-managed renewable resource: (1) The forest is serving as a filter and storage facility for water. (2) The forest protects the soil, especially on steeper ground, and prevents it from filling rivers, lakes, and reservoirs. (3) The forest helps reduce effects of atmosphere pollution by releasing oxygen. (4) The forest provides an unmeasurable aesthetic value for all who live in or visit Clackamas County. (5) Forest lands help preserve our

wildlife. (6) The forest has far-reaching development possibilities for recreational uses. (7) The forest, if managed in such a manner as to provide desired benefits, will enhance its value to all people. The forest is an unsurpassable resource.

In the future, the demands upon the forest for various services will increase and the intensities of these service requirements will be altered. The professional people who manage our forest resource with the complete multiple-use concept must always be mindful of the concept of the greatest good for the greatest number in the long run. The public lands are now being managed in conformity with this philosophy. Larger private owners and some owners of small acreages are not working towards this objective. Approximately half of the land in private ownership is in need of assistance to attain this goal. The way in which the private owners respond to these objectives will depend largely on public education and interest.

Educational services are available to help the small acreage owners. The industry needs to take an increasing part in this field in the future, and more agency personnel may be needed. The biggest problem to overcome, however, is public apathy. The public should understand the need for intensive forest management and be willing to pay for it as they profit from it.

## Recommendations

- \* Change the property tax structure to encourage the restocking and improvement of county woodlands. Timberlands that are not fully stocked with merchantable tree species should bear a higher tax rate than fully stocked, well-managed farm timber lands.
- \* The forestry committee recommends that timber be treated as a crop and treated as other farm commodities. Taxes should not be applied to the growing crop.
- \* More funds should be made available through the Agricultural Conservation Program of the Agricultural Stabilization Conservation Service for site preparation, planting, brush control, thinning, and insect control.

## RECREATION

Clackamas County is located in a rapidly expanding metropolitan area. It has the opportunity to meet the immediate and future outdoor recreational needs of a growing population. The county has an abundance of natural recreational resources: beautiful forests, high and wild mountains, and important waterways. The county, state and U.S. Forest Service are working to develop the county's recreational potential.

**WATER** Water is the most valuable single recreational asset in the county. There is pollution in varying amounts in most of the rivers and streams, and the flow of water is irregular. Both of these conditions limit the use of streams for recreational purposes. There is increased interest in water-related recreation such as swimming, boating, water skiing, fishing, etc. More and more people are seeking access to recreational water and the land adjoining it.

**PRIVATE DEVELOPMENT** There is little private development of recreational facilities in the county. There appears to be need for private landowners to develop facilities for indoor and outdoor horseback riding, golfing, fishing, boating, camping, and trailers.

Littering and vandalism are problems along the highways and in the parks and recreational areas. County crews

cannot keep up with the cleanup job. A clean right-of-way tends to discourage the litterbug.

**TOURISM** Tourism is an important industry in Clackamas County and with more promotion can be greatly expanded. There is need for close cooperation between local chambers of commerce, both in the county and throughout the state. The many scenic drives, national forests and historic features are inadequately advertised. Many areas have very good facilities that are seldom given capacity use. Butte Falls, a state-owned park, has falls that rival any in the state, but it is not well known.

**PARKS** Clackamas County has a fine parks system oriented to meeting current needs and demands of people in the county. Improvements and expansion of facilities will be necessary to service the growing population. The federal government is taking over the road southeast of Molalla above Trout Creek. This will provide for the future a wonderful recreational area along the Molalla River.

**SCHOOL FACILITIES** The schools have a reservoir of recreational facilities and playgrounds which could be used under proper supervision by the general public. The expansion of existing programs in after-school hours and vacation time is a possibility.

**PRIVATE LANDS** There are several hundred homes on national forest lands that occupy choice public recreation sites. Permits are issued on a year-to-year basis. Many permits date back as much as 50 years. Permission for private use of these lands was granted at a time when other desirable areas were ample for general use. Public need has now reached proportions that make existing facilities inadequate and the exclusive use of land for a few unfair.

## RECOMMENDATIONS

- \* Develop a master plan for future park and recreational needs, coordinating public and private efforts. Then aggressively begin to acquire land and develop the plan as public need arises.
- \* Cooperate in the development of the Willamette Parks system and encourage similar greenways along the undeveloped portions of the Sandy, Clackamas, and Molalla rivers.
- \* Provide more public right-of-way to recreation water.
- \* Assist the state in its efforts to control water pollution and water flow and in informing the public of the values involved.

## WATER

Water is a vital resource, and its multiple uses affect everyone in Clackamas County. Planning the use and development of water resources should include domestic and industrial uses, recreation, fish and wildlife, irrigation, flood control, and pollution abatement. Water resources development is a long-term project and should be a part of planning activities that involve development and use of land area in Clackamas County.

The Molalla-Pudding river basin committee conducted a survey of the Canby-Molalla-Mulino-Monitor area. The survey indicated the following conditions:\*

- 43 % report inadequate water for irrigation now.
- 48% want to increase irrigation.
- 8% report inadequate household water.
- 23% believe fish life is restricted.
- 11% believe pollution is a problem.
- 25% or 100,000 acres need drainage
- 20% believe swimming and boating are restricted.

This basin has summer water shortage and winter floods. There is plenty of water, but much of it comes at the wrong times. Water supplies are inadequate for present and future agricultural needs in 16 of the 22 tributary watersheds. There are about 160,700 acres of potentially irrigable land, which is nearly eight times the land area irrigated at present.

\*Results are based on a 1967 survey of 2,202 persons who live in the Molalla-Pudding river basin.

In 1963, questionnaires mailed to Home Extension Unit members living in the Clackamas River watershed provided the following information:

- 70% reported wells as their primary source of water.
- 17% listed wells as their domestic water supply.
- 20% reported they were served by a municipal water system.
- 3% listed their supply as coming from a stream.
- 27% reported inadequate water from their present source.

Some reported their supply to be adequate for present usage but indicated that the addition of a lawn or garden would overtax the supply. When the survey was taken, many of the homes were not equipped with many of the modern conveniences which are heavy water users.

- \* Review county sanitary zoning ordinances to see if they protect recreational facilities.
- \* Encourage and help private landowners to develop recreational facilities.
- \* Urge property owners to clean up the right-of-ways along their own properties to help solve the littering problems.
- \* Private landowners should be encouraged to maintain and enhance the scenic and esthetic values on their properties to make the county a more attractive place to work and live.
- \* Vigorously pursue promotion of a tourism plan to explain the attractions of the county, working in cooperation with agencies inside and outside the county (such as the Portland Chamber of Commerce.)
- \* Promote the full use of school recreational facilities. Encourage school officials to permit supervised use of playgrounds, swimming pools, gymnasiums, and meeting rooms by the general public in after-school hours.
- \* Urge the Forest Service to issue no new summer home permits and phase out existing permits as rapidly as possible, converting vacated land to public recreational use.

## PLANNING

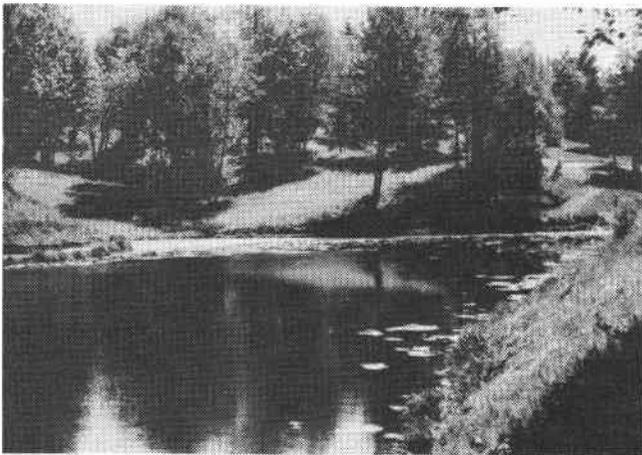
In order to obtain optimum conditions for the watersheds, planning should start at the ridge tops for the watershed concerned. These watersheds must not be denuded of trees if the reservoirs below are to be of benefit in prevention of runoff and erosion. Most of the timber harvesting is guided by good logging and road construction practices. This helps to produce more uniform distribution of runoff with minimum erosion and pollution from topsoil losses. Sustained yield principles should be extended to all forest lands.

Water planning should include all major uses of water so that all citizens may share its benefits. Uses which should be considered include agriculture (irrigation), industry, recreation, pollution abatement, fish and wildlife, navigation, power generation, and municipal, domestic, commercial needs.

All planning for water use of any kind must be based on availability of surface, ground or stored water. According to the State Engineer there may be many streams in Clackamas County in which the water is overappropriated. The early adjudication of rights to the use of available water by the state engineer is an important prerequisite to the planning and implementation of water storage and distribution projects.

Agricultural and residential uses of land, including septic tank development, are often in direct conflict, with the best soils being used for both. Water for irrigation of the better agricultural soils should be developed by construction of reservoirs or drilling of wells. Sewer and water systems should be used on residential land where feasible. In many cases present water and sewer districts can expand their boundaries.

As the result of surveys, the United States Department of Agriculture Oregon River Basin Party concluded that seven projects appear to be feasible for Clackamas County and that seven more may be feasible. These projects should be planned and the water rights priorities allocated before construction starts in order to avoid conflicts after completion. In the headwater areas of watersheds, several farmers can go together to build small reservoirs under the Soil Conservation Service program.



Rural Farm Pond

## FLOOD CONTROL

Adequate flood control for recurring floods every few years is beyond the reach of affected property owners. Major controls will have to be established by public agencies, such as the Bureau of Reclamation, the Corps of Engineers, or the Soil Conservation Service. Property owners along the headwaters of tributary streams should use farming methods that would assist in reducing runoff and erosion. Keeping channels clear of log jams, debris, and sand and gravel will help prevent erosion of stream banks. The stream beds of Molalla, Sandy, Clackamas, and their tributaries are heavily glutted with sand and gravel deposits. These deposits create natural dams, causing the streams to wash the river banks, and in many instances actually force the streams to cut new channels.

There is a need for a survey of all our streams. Wisely administered use for the deposits can then be established. The accomplishment of these goals will assist in directing the flow of the waters, controlling washing of the banks, and keeping streams in a natural channel. Clackamas County has requested a flood plain survey. Flood control is a prerequisite for land drainage programs in some areas.

According to present trends, recreation is going to need large quantities of water. Recreation and power generation are nonconsumptive uses of water, because the same water can be used over again for other purposes such as irrigation.

## POLLUTION

Most of our upper drainages are now reasonably free of human and industrial pollution. This is true of such streams in the county as the Molalla, Sandy, Clackamas, and their tributaries.

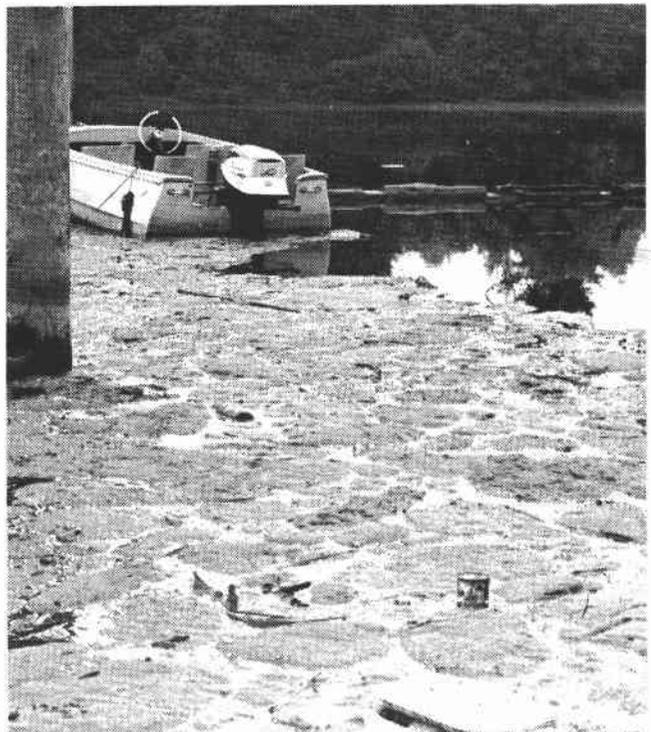
The lower drainages, particularly the lower Willamette and Columbia River systems, have been used as a septic tank and industrial sump hole for well into the second century. As the population and industrial load increased down through the decades, these once great wildlife streams became almost devoid of marine life. Areas where sturgeon once flourished and where salmon runs were almost beyond comprehension have been greatly diminished.

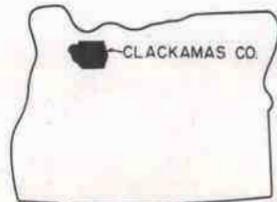
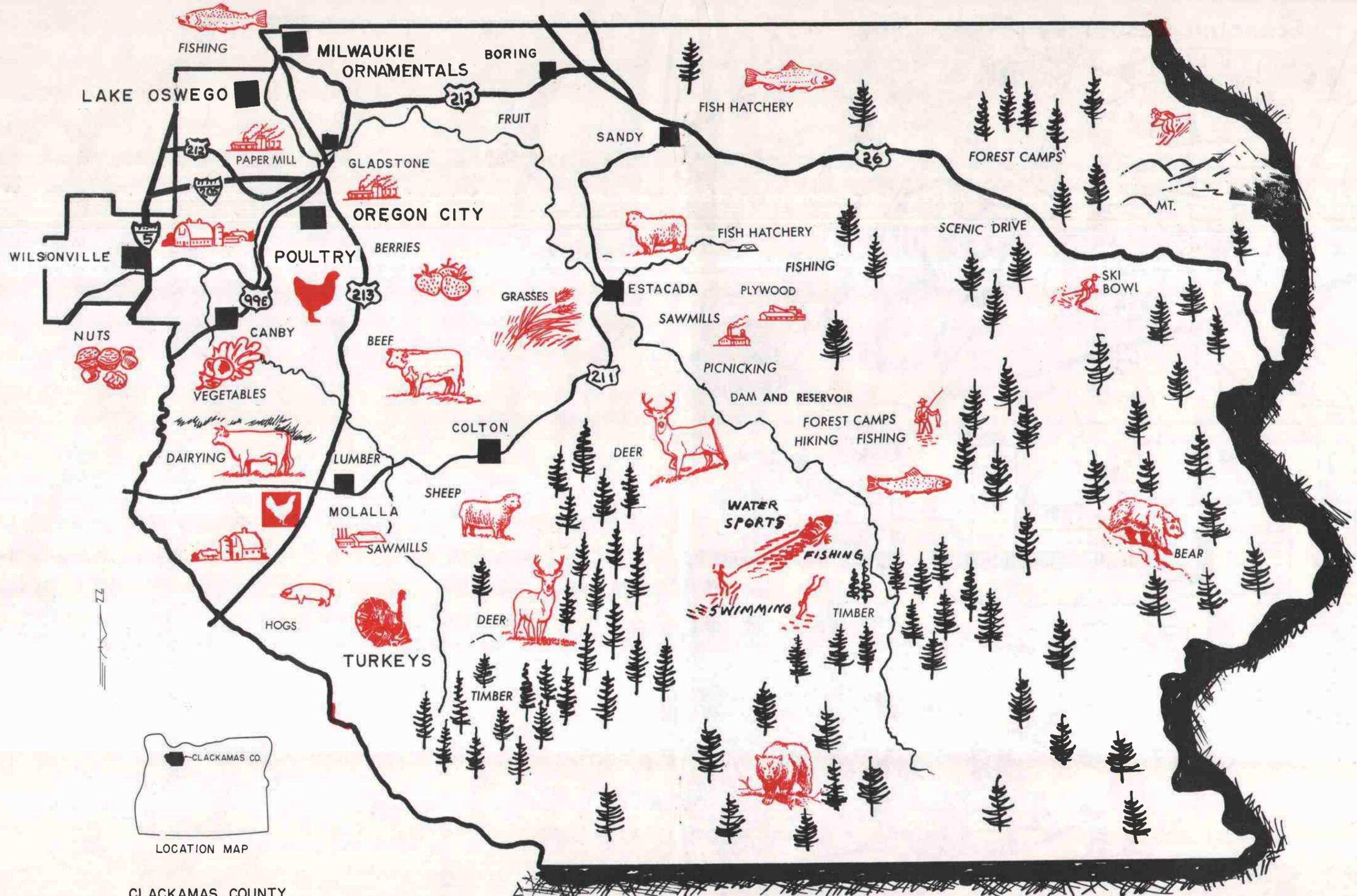
Spokesmen for industrial water users say the Willamette is freer of pollution today than it was 30 years ago. They base their assumption on the reason that 30 years ago raw sewage was being dumped into the entire length of the Willamette River. Today, practically all cities have primary sewerage treatment plants. Some have secondary treatment plants. However, only Cottage Grove boasts a third stage in sewer treatment. This represents progress, but the job of freeing the Willamette River of pollution is not completed.

Many factors contribute to the pollution of our streams. Sewer treatment plants unwisely installed on flood plains may become inactive during high-water periods. Sewer lines improperly installed may leak raw sewage that finds its way to downstream areas. Wood bark and other debris from logs dumped and transported in log rafts have been, and still are, a contributing factor to pollution problems. Heavy industrial use of river waters, plus the dumping of chemicals, heat, wood, and sulphite wastes, have increased markedly in the past 30 years.

## RECOMMENDATIONS

- \* Efforts of cities, the Clackamas County Planning Commission, the Board of Clackamas County Commissioners, private business and industry, together with all residents of Clackamas County, should be directed towards eliminating pollution from rivers and streams.
- \* Adjudication of water rights priorities from all streams in Clackamas County should be completed as soon as possible.
- \* The U.S. Geological Survey and Bureau of Reclamation should be encouraged to complete and publish studies of ground-water resources in the county.
- \* Information concerning wells, design, and methods of drilling should be accumulated and made available.
- \* Water storage facility needs should be projected, and watersheds identified and protected to supply water for domestic uses.
- \* The development of county streams and rivers for recreational uses should be encouraged.
- \* The development of irrigation water through farm pond storage, wells, and large storage dams, including cooperative private dam development, should also be encouraged.
- \* Efforts to establish a multipurpose dam on the Molalla River should be supported.
- \* Water resources should be developed for multiple use, to include domestic industry, irrigation, recreation, fish and wildlife.





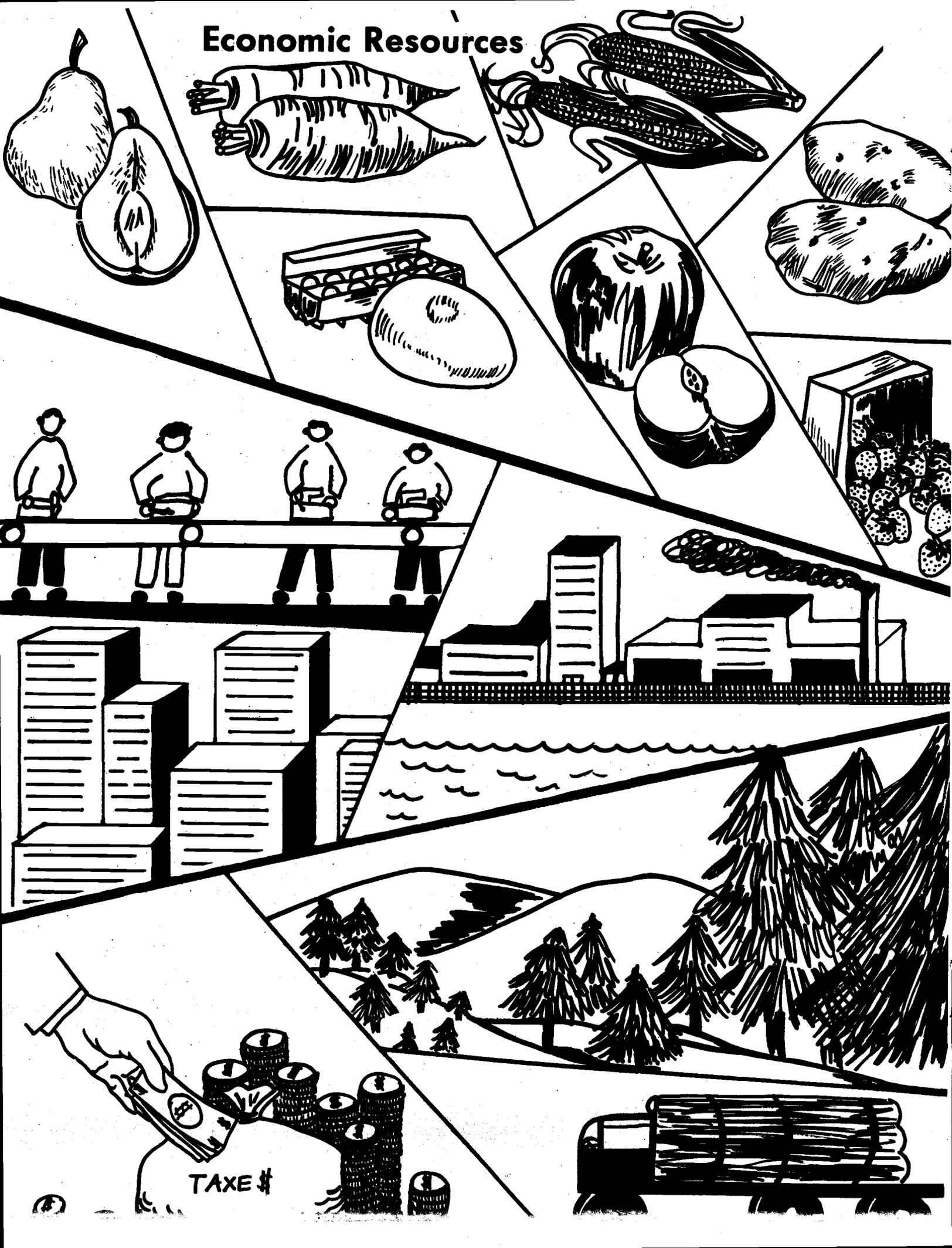
LOCATION MAP

CLACKAMAS COUNTY  
OREGON



SCALE IN MILES

# Economic Resources



TAXE \$

# ECONOMIC RESOURCES COMMITTEE REPORT

Economic resources of Clackamas County are influenced by taxation, commercial development, agricultural production, and forestry. A new look needs to be taken at agricultural production, since much choice agricultural land is being converted to housing subdivisions and industrial uses. The high land taxes and low net income are having a negative influence on agricultural production.

The population of Clackamas County has been increasing on an average of 3.8 percent each year, and the percentage of farmland in the county is decreasing.

Every effort should be made to use wisely the economic resources available in the county.

## AGRICULTURAL PRODUCTION

Statistics published on August 14, 1967, indicated the following trends in agricultural production in Clackamas County:

Clackamas County will be subjected to considerable pressure from many economic forces in the next 10 years. It is adjacent to two other rapidly developing, increasingly urban, counties—Washington and Multnomah. Population is increasing at a rapid rate, as can be seen by the following statistics:

1. The number of farms with larger incomes per farm is increasing.

	<u>1959</u>	<u>1964</u>	<u>% increase</u>
Sales of \$40,000 up	89	144	162%

2. The total farm acreage is decreasing.

	<u>1954</u>	<u>1959</u>	<u>1964</u>
Total number of farms.....	5,607	4,267	4,116
% county in farmland.....	25.7	26.4	21.7

Value of land and buildings

Average per farm .....	\$16,671	\$23,517	\$33,834
Average per acre .....	301	370	545

### Population

<u>County</u>	<u>1960</u>	<u>1966</u>	<u>% increase</u>	<u>% increase/year</u>
Clackamas.....	113,038	139,000	23%	3.8%
Marion.....	120,888	148,500	23%	3.8%
Multnomah.....	522,813	558,000	8%	1.3%
Washington.....	92,237	125,000	36%	6.0%
Yamhill.....	32,478	40,800	25%	4.2%

## Land Use

Encroachment on land previously devoted to farming has accelerated and will continue at a rapid rate. This encroachment will continue to be a major consideration for Clackamas County in determining what priorities will be given to land use.

A definite trend is resulting in larger farms being more intensively farmed, with an increase in the gross dollar yield per acre. This trend is expected to continue as land values increase and as more competition for other uses develops for prime agricultural land. Increased industrial and other urban uses of land are being experienced as areas adjacent to Multnomah and Washington counties are developed.

## Farm Income

Even so, agricultural production and revenues derived therefrom remain a very important part of the county's economy, as represented below.

The estimated Clackamas County gross farm income for 1968 was \$35 million. The handling and marketing of the farm products brings in an additional income of perhaps five times the farm income, to give a total income of \$175 million. This puts farming in a very significant position compared with other important industries.

## Crops

Clackamas County has some of the finest soil in Oregon suitable for many of the specialty crops associated with higher dollar return per acre. This provides opportunity for continued transition from livestock, grass seed, and hay to more intensive cropping, such as row crops, nursery production, and specialty seed crops. The effect brought about by agricultural processing plants located in the north Willamette Valley is stimulating the change from general to row-crop utilization of farmland. Larger farm units may be essential to obtain farming efficiencies required to make adequate return on the capital investments now necessary on modern farms. While there is much in favor of the family farm, it is doubtful that small diversified farms can exist under presently developing conditions.

## Water

Although the subject of water is reviewed in more detail in another report, it is well to emphasize that availability of water is of prime importance when considering agricultural production. If more land is brought under cultivation, availability of an adequate supply of irrigation water during months of low rainfall could be the most critical consideration if immediate action is not taken.

## Profit

Federal Farm Credit officials say farmers probably will be borrowing twice as much money in 1980 as they are now because of the increasing cost of labor. Capital will continue to be a cheaper resource, and as the age of mechanization gathers momentum there will be a requirement for more efficient machinery to support new agricultural technology.

National statistics show that the average value of production assets per farm is now \$73,000. This compares with \$42,000 in 1960 and only \$17,000 in 1950. The average value of real estate per farm has increased five times during those 18 years. All farming interests are striving to attain the highest possible return on their investment in order to survive. Profit is essential.

## Crops

Clackamas County is uniquely situated for the production of many specialty crops, and the exploitation of this situation could be intensified immediately. Producing a high-quality farm crop is essential in today's markets.

Gross receipts at the farm gate have not kept pace with the cost of materials and labor required to produce these crops. For example, on September 15, 1968, wheat was only 46 percent of parity. One hundred percent of parity is considered ideal. Parity is based on a balanced relationship between the cost of production and the price being paid the farmer. Full parity of wheat on September 15, 1968, was \$2.65 a bushel, whereas the actual price being paid was \$1.22 a bushel. In other words, wheat was not bringing its full price to provide parity purchasing power.

Farmers have been reluctant over the years to bargain effectively for the selling prices of their products. Rather than gain the independence they prize so highly, they have become "takers" of prices offered by highly organized and effective processing and marketing firms.

## Tax Load

The tax load borne by farm property has increased to the point that it is too great a proportion of the cost of production and is rapidly becoming a limiting factor in the agricultural development of Clackamas County. The following schedule shows some of these comparisons.

### Farm Property Taxes -- % of Farm Income

Oregon	1955	1965
	14.4	24.5

### All Property Taxes -- % of Personal Income

Oregon	1955	1965
	4.5	5.2

Property tax reform could be one of the strongest incentives to encourage agricultural production in this county.

It has been recognized over the past decade that what seemed to be gains in farm productivity and efficiency have been annulled by federal and state legislation involving labor and import and export tariff regulations. It has often been observed that legislation works a hardship on local producers. The lack of control and organization to obtain legislation regarding farm prices and supplies will nullify years of progress in increased production and quality of farm products.

Population and urban pressures by individual, commercial, and industrial influences in Clackamas County will continue to grow. The final utilization of property in this county should be determined by positive rather than negative incentives. The foregoing observations indicate conditions that have been considered in order to formulate recommendations that would be helpful to agricultural interests in Clackamas County.

## RECOMMENDATIONS

- \* Continued positive property tax treatment is needed for bona fide farmers to encourage their intensive utilization of some of the most productive soils found in this county.
- \* Flexibility in zoning for agricultural uses is practical and desirable, because much of the area consists of a composite of cultivated land and nonfarm land.
- \* Additional consideration should be given by responsible authorities to making nonfarmland, even though situated

## SUBURBAN INFLUENCE

adjacent to farming areas, free of restrictive zoning ordinances in order to allow property owners to enjoy its highest and best use.

\* Continued efforts should be made to study and get under way the required surface water impoundment program to assure agricultural interests adequate irrigation water during the low-water months.

\* Efforts should be continued and programs instituted to make available long-term financing to farmers for capital developments and also to aid young farmers in getting a sound start in a farming enterprise — young men who otherwise might not choose this career because of the large initial investment.

\* Research should be continued and intensified at all levels, to develop new and more efficient farming programs adapted to our area (including combined agricultural and mechanical technology.)

\* Additional study should be undertaken to determine the minimum farming unit sizes for each farm type. The break-even point in size should be determined to serve as a guide in evaluating present and future farm operations.

\* Where studies indicate that larger corporate type farms are required, research and experimental effort should be directed to obtain this objective.

\* Private enterprise needs to be encouraged to participate with state and federal programs in agricultural development of this area.

\* Intensified educational programs should be developed for all producers in the latest and most effective production process, and progress reports issued.

\* Make available all information derived from study and research to encourage the location in Clackamas County of industries to utilize the present agricultural production and future enterprises.

\* More effective producer groups should be organized, preferably by producers themselves, to control volume and adopt selling prices that reflect acceptable returns on their investment.

\* Product promotion should be emphasized, with producers being encouraged to assist in promotion and marketing of their products.

\* Grower groups should investigate vertical integration of their operations and perhaps carry their products further in the chain from production to final consumer.

\* Where applicable, the approaches in real property taxation of the farm enterprise should continue to be explored. Items such as the tax on net income of the enterprise and better guidelines for establishing yield norms for each soil type indicating expected net returns as a basis for taxation should be considered.

\* The growers' position on farm legislation and matters of price and supply should be conveyed aggressively to all controlling departments of government and local representation (including state and federal) for reevaluation and correction.

\* Action by proper authorities should be taken to assist in the control of noxious weeds, disease, and insects on property where control is being neglected.

## COMMERCIAL DEVELOPMENT

Clackamas County sits between a highly populated area and the Cascade Mountains. No doubt this is a favored site, and its destinies are greatly influenced by its particular geography. Some refer to this county as the "bedroom of Portland." This indicates that Clackamas County has had enormous suburban growth, which is unusual, since the county does not have a "big city" within its borders. It is this suburban atmosphere that will be the prime impetus of future development in the county.

The suburban impact must be regarded as the controlling influence when considering commercial development. Suburban people on small plots of land have definite opinions about industrial neighbors. Clackamas County attracts people because of various environmental influences rather than the opportunity for industrial employment. These people will choose to keep the fresh air, clean streams, and beautiful scenery that enticed them here in the first place. Thus, for the residents of Clackamas County the quality of living is important.

Certain types of business activity fit a suburban atmosphere. The aim of commercial development is to bring money to the county. Clackamas County residents desire clean commercial enterprises, which would include such things as recreation, executive park development, and light industry.

## RECREATION

The area from the Clackamas River north and east, including Mount Hood and Mount Jefferson, has great potential for continued development of a recreational area. This could be a federal government project administered through the U.S. Forest Service, since this agency is in the area, but with support and cooperation from the state and the county. This would be a multipurpose park-like area featuring the Oregon Trail Museum of Pioneer Artifacts, complete development of water resources for multiple use, and increased camping sites and inn or lodge facilities.

Such a venture, while directed toward the future recreational demands of a great number of people, would give economic value to the natural resources of the area. The committee recognizes that the commercial timber resource would be utilized, since timber resource management need not injure recreational value. This kind of development seems preferable to setting aside large areas for a single use, as in the case of some national parks and wilderness areas.

## INDUSTRIES

Clackamas County offers some exceptional opportunities for such business activities as head offices or regional offices for national corporations or major research facilities. Climate, general environment, culture, and recreational opportunities would satisfy the needs of the educated and sophisticated individuals employed in such endeavors and favor the growth of an executive park type of development.

The county has many appropriate locations for light industries. These industries should be compatible with suburbia and should fit the normal economy of the area so as to have a degree of permanence. Such commercial enterprises as agri-business or agri-service, utilizers of wood products, or solid state industries similar to Tektronix would be appropriate.

## RECOMMENDATIONS

\* Create a large national recreational area from the Clackamas River north and east to include Mount Hood and Mount Jefferson.

\* Develop a large executive park for residential purposes near Oregon City and then actively promote the benefits of locating there.

\* Encourage the development of light, clean industries suited to the location and resources of Clackamas County compatible with other enterprises carried on there.

## FORESTRY

Forest lands of all ownerships should be kept in productive condition to return the greatest benefits to all the people. These benefits can come from several uses, including timber crops, recreation, and water values. The small ownership tracts are generally in poorest condition to produce these benefits, yet these tracts often receive the strongest pressure for producing income and for other uses.

The need for additional recreational areas will place pressure on the forest lands, and this need must be met without eliminating wood crops. Urban pressures, particularly on smaller tracts of land, are hastening the need for land-use planning.

### SMALL OWNERSHIP TRACTS

Some small owners are very knowledgeable of the management of their resources, but others are not. These include many new or absentee owners. Many have no facilities for management or marketing. There will be an expanding need for custom forest services for such jobs as planting, thinning, pruning, and harvesting.

Industrial and small woodland owners have common opportunities. Industry needs the wood fiber produced on small ownerships and therefore has a vital interest in owners' keeping lands productive. Most small owners need additional help with marketing that is in line with long-term woodland cropping. Industry can benefit by exploring ways for their management technicians to aid small woodland owners.

### MARKETS

Markets are improving and are fairly complete except for small trees under six inches in diameter. The industry would benefit if new markets could be found for this small round material. One market could be rustic fencing for the rapidly expanding urban estates. Another might be a substitution of wood for steel posts along highway right-of-way.

Full use of woodland resources is often possible without impairing scenic values. Help and encouragement should be given to individual woodland owners to consider aesthetic values in managing their woodlots.

Urban pressures are increasing land values and taxes to the point where woodland returns alone often cannot cover costs. Careful land-use planning and planned implementation will be necessary to maintain the primary forest and the mixed farm and forest from undue urbanization.

### RECOMMENDATIONS

- \* Make a survey of woodland owners in order to know who they are, what woodlands they have, and what their aims are.
- \* Develop short courses for woodland owners to give training at all levels of management from basic understanding of land resources to complete tree-cropping systems.
- \* Provide woodland owners with self-help programs.
- \* Expand technical assistance available to small woodland owners. Full use should be made of assistance from industry and consultants.

\* Compile a list of technical assistance available to woodland owners.

\* Urge industry to search out ways for technical personnel to aid small woodland owners. One possibility is exploring the "tree farm family" concept to see if it can be worked out to benefit both parties.

\* Explore and promote new markets for small material under six inches in diameter. Make a compilation of existing and potential markets for small material for further analysis.

\* Make available to woodland owners current market prices and outlets for woodland products. This information should be specific by counties.

\* Encourage individual woodland owners to consider aesthetic value in managing their woodlands.

\* Develop and distribute leaflets containing suggestions for beautification and proper landscaping of roadside areas.

\* Encourage better use of existing power lines and rights-of-way to forestall taking additional land out of production for new power lines.

## TAXATION AND AGRICULTURE

In the opinion of farmers and ranchers, there must be a reasonable and realistic tax program if they are to stay on the farm and continue to keep the land in agricultural production. The new farm-use taxation law is a step in the right direction.

Land can be developed for higher and better use only once. When developed for other purposes the future for agricultural production is gone. The total return from the better soils of the county could be much greater over a period of years if left for agricultural use. To accomplish such use, a positive incentive to the farmer is essential.

Tax-exempt properties of churches, fraternal organizations, veterans, senior citizens, even farmers and woodland owners receive some sort of preferential tax treatment.

Income tax laws, loopholes, and some provisions of the capital gains laws encourage nonagricultural interests to invest in agricultural lands and enterprises offering a tax deduction.

Oregon is one of the five highest property tax states in the union, and this works to the disadvantage of its farmers. The percent of a farmer's net income necessary to pay property tax is a discouraging aspect of farming. If Oregon is to be a competitive agricultural state, it can not have a property tax fifth highest in the nation.

The special farm use taxation law is a good start toward solving the farm tax problem, but it needs revision and modification as more experience is acquired in its use. Present standards are much too low to be realistic. Better guidelines for determining eligible participants could be based on the requirement that the farm unit be capable of providing a substantial portion of the family income in combination with confirmation by an authorized body that the agricultural intent is clear.

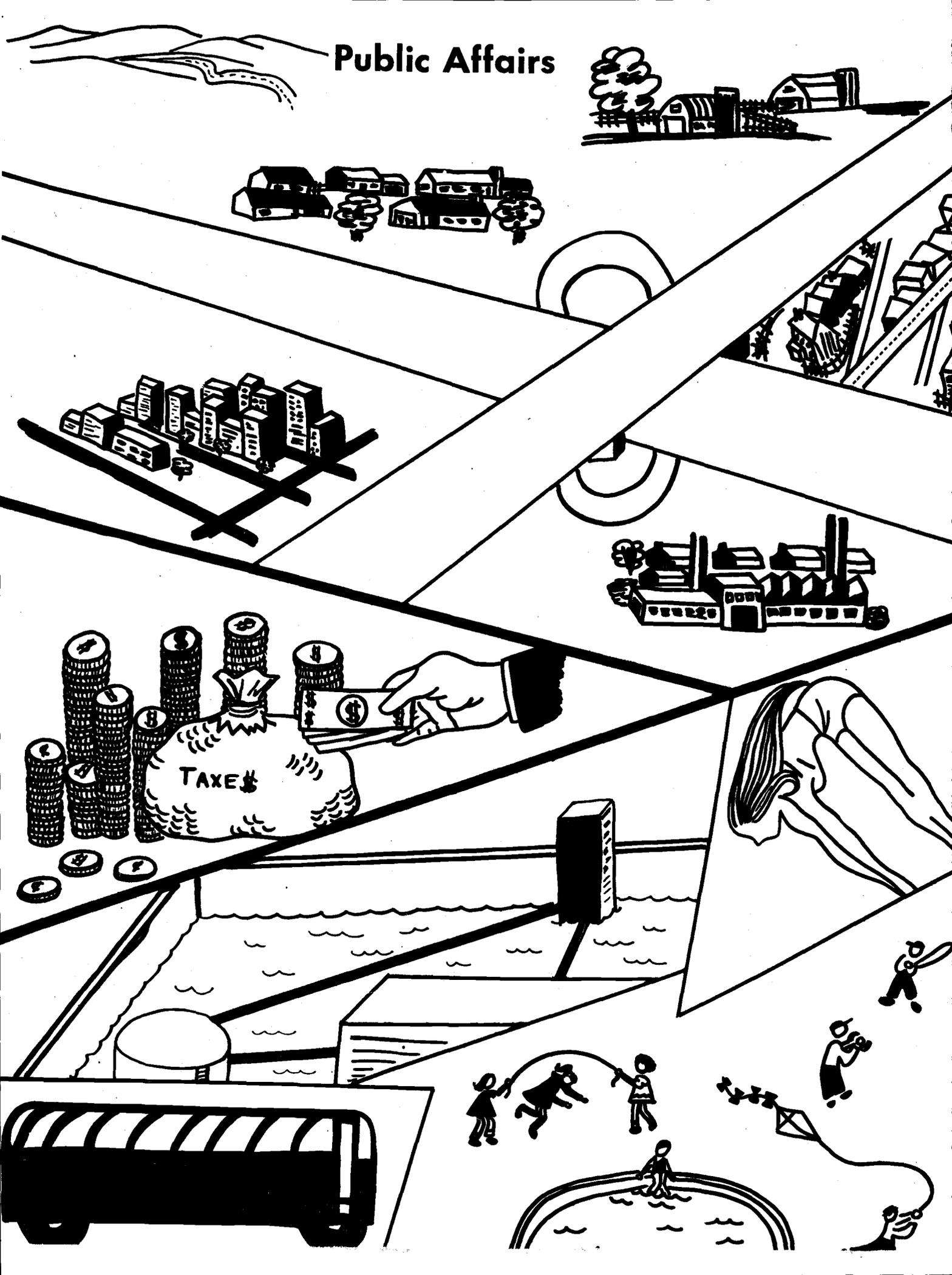
The general public lacks knowledge regarding the value of agricultural industry to the total economy of the county. People would be more willing to accept the tax measures and other programs to improve the farmers' situation if they were adequately informed.

New sources of tax income, such as a luxury tax on automobiles or sporting equipment, may be implemented, with proceeds being used as an offset to property taxes.

## RECOMMENDATIONS

- \* A positive tax incentive to the farmer should be explored in order to encourage conservation of the better soils for agricultural use.
- \* A study and change in tax policy for tax-exempt property should be made.
- \* A transaction tax on real estate sales should be a relief measure for farm property.
- \* For equitable taxation, more planning followed by zoning, together with a good educational program, is needed.
- \* Offsets from other tax sources, in addition to the present special farm-use assessment tax, must be developed to further relieve the farmer's tax burden.
- \* An educational program pointing up the value of agriculture to the economy of a community should be implemented.

# Public Affairs



# PUBLIC AFFAIRS COMMITTEE REPORT

The proximity of Clackamas County to the metropolitan Portland area is ample evidence of the need for a concerted study on the problem of public affairs. In fact, the population growth in Clackamas County gives a certain urgency to the need for wise planning of the resources in the area. Although the community leaders who took part in all of the public affairs planning have no fixed opinions on

## LAND USE

A study of the long-range program planning efforts of the Clackamas County Extension office shows the work of land-use committees through the years. Early reports indicate that land-use committees dealt primarily with methods by which the land could be most profitably farmed. Some results of this early study have been the development of specialized crops in Clackamas County, including the fine fescue industry in the Springwater-Logan area. In more recent years land-use committees have dealt with the overall subject of farm woodlands, and profitable programs have developed as a result of this early inquiry. These two crops are good examples of the long-range thinking that has gone on in Clackamas County as its land area has been developed.

Prior to 1966, Clackamas County land areas developed on a hit-and-miss basis at the complete discretion of the landowner. Since March of that year, growth and development have been guided by zoning regulations.

## A PLANNED POLICY

Secretary of Agriculture Orville Freeman, in a June 1967 speech, asked the question: What will American agriculture be like in the year 2000? The following quotation from this speech is applicable to Clackamas County in April 1968:

"A Planned Land Use Policy: The U.S. Soil Conservation Service estimates we have some 682 million acres of land in the contiguous 48 states suitable for cultivation. This land feeds us now, and it will have to feed us in the year 2000. Planning to preserve this prime farmland is of the utmost importance, simply because feeding our people is land's most important use—we can't exist without food.

"But what are we doing? Every day, we're losing thousands of acres of this prime farmland to subdivisions,

how the county should grow, there was constant reference to a term of "resource allocation by design." Every effort was made to eliminate discussion of zoning before adequate planning was done. Each member of the committee and subcommittees stressed the fact that adequate planning should precede specific zoning practices, its restrictive uses of permits, etc.

highways, airports. We're burying it under concrete or houses and it can't be jackhammered clear again.

"But more is involved than just farmland. We're also burying land needed for recreation and open space, pushing these open spaces further and further out of the reach of most people.

And so we need a sound land policy, one which sorts out the lands best suited for recreational needs, agriculture, commerce, housing, and highways; a policy which establishes priorities and makes the best use of a fixed limited natural resource.

Such a policy means building highways on unproductive land, rather than across rich topsoil. It means opportunity for local communities to identify land needed for future recreation and a way to finance the land now, before urban land costs have doubled again, as they did in the last decade."

Briefly, the land-use situation in Clackamas County could be one of transition. Where do we go from here? Just how much agriculture should the county retain?

## DEVELOPMENT PATTERNS

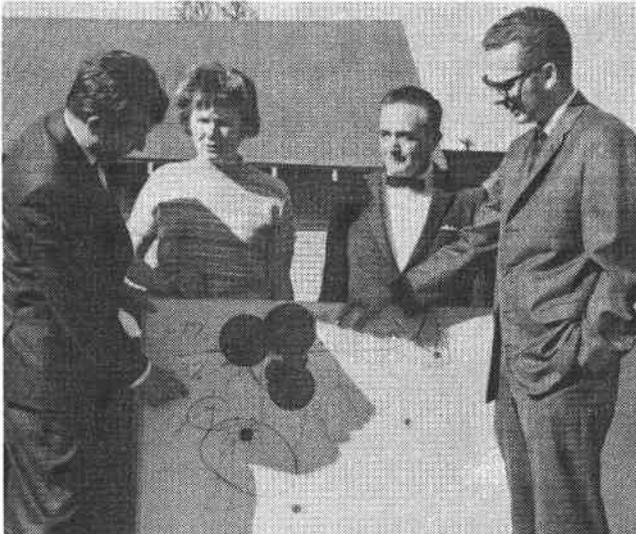
What should be the developmental patterns for rural Clackamas County? This county is not the only area having growth and development problems. Each county adjacent to the Portland metropolitan area has similar concerns. Washington County planners have prepared a pamphlet, "Why Rural Zoning?" The following sections of this publication were studied by the committee and reflect the majority feeling of the study group.

"As more and more homes encroach into prime farmlands, urban sprawl occurs. Although these areas may have only scattered suburban development, sprawl usually requires the same kind of public services and facilities that are obtained in 'close in' suburbs. The costs to pay for these services are shifted to outside taxpayers -- the farmer and other citizens from stable communities. Not only must the farmer share the cost of these services but the costs are generally higher because water lines, power lines and similar physical improvements must reach out further than if contained in a well planned community.

"Besides increasing and shifting the costs of public services, urban sprawl is a consumer of farmland. Many fertile acres remain for years as idle building tracts or as small farms with low yields per acre. Sprawl also spoils the area for future orderly growth because after years of haphazard development, a patch quilt pattern of property lines and uncoordinated street systems may defy orderly growth.

"The urban-agricultural conflicts generated by urban encroachment are serious and costly for many farmers. These conflicts and the problems created may be separated as follows:

1. Problems of increased taxes resulting from a shifting of urban development and public service costs to farm taxpayers and others.



2. Problems that result from adverse effects of nonfarm land uses on agricultural operations.
3. Problems created by objections of nonfarm people to certain farming activities and practices.

"Another basic tool available to communities for preventing costly sprawl is agricultural or farm zoning.

"Farmers must first realize that without zoning, there is no protection to their neighborhoods from becoming a dumping ground for those commercial and industrial activities that are excluded elsewhere. Also unpreventable without zoning is an unwise concentration of population that may congest highways, and overload existing utilities. Similarly, without zoning regulations to regulate density of populations, it may become necessary to provide a few isolated families with school roads and other public services resulting in a high per capita cost to the surrounding taxpayers.

"Zoning works best then, if it is applied before community develops in a hit or miss fashion. If used in time, zoning can both prevent and improve. It can prevent harmful uses that depress property values and it can set apart desirable areas for business, homes, industry, and farm uses and can provide guidance for orderly growth.

"Complementary residential-farming zones can be designed to:

1. Reserve the more fertile soils for farming
2. Prevent the shifting of development costs to farmer taxpayers and others
3. Prevent waste from premature subdivisions and resulting idle acres
4. Protect both farming and residential areas from objectionable business and industrial uses
5. Protect the economic base of local agricultural service and marketing industries
6. Conserve tax dollars by avoiding sprawl
7. Foster orderly suburban growth and
8. Prevent urban-agricultural conflicts

"By using zoning tools, local people working together can shape the future of their community and save many tax dollars in the years ahead."

## PROBLEMS

The committee identified the following problems affecting the orderly development of Clackamas County:

- \* Usable farmland was reduced from 319,048 acres in 1959 to 261,812 in 1964, according to the U.S. Agricultural Census. A continuation of this practice could seriously affect our food-producing ability.
- \* The county lacks a comprehensive soil map. Such a map would provide information on topography, water-holding capacity, and relative fertility for crop production.
- \* Many landowners do not seem to be aware that the right of ownership carries with it the responsibility of maintaining or improving the land for future owners and taxpayers.
- \* Highways, homes, industry, and other improvements are not presently utilizing hilly land that is undesirable for agricultural purposes. Such use would retain productive agricultural properties.
- \* A pattern of "strip" or sprawl housing and business areas is rapidly developing in the county.
- \* Not enough green land area, such as parks and recreation sites, is being planned between housing and commercial developments.

The following recommendations are the result of numerous committee meetings, comments by public officials, and public hearings conducted by the committee. It was the desire of the group to sample public opinion in

one or more rural-agricultural areas to get the pulse of public sentiment regarding land use.

Chairman Ed Blinkhorn called two meetings — one at the Rural Dell community hall and the other at Butte Creek school near Marquam. A total of 80 rural residents attended these meetings.

Following is the response to the questionnaire filled out at these meetings:

Are you a landowner in rural Clackamas County?

Yes 51 No 1

Do you earn 50% of your income from your farm?

Yes 32 No 21

Do you want farm lands "set aside" for strictly agricultural purposes? Yes 34 No 13

How would you like to have Clackamas County grow - answer one:

1 Retirement                      22 Agricultural                      2 Industrial

8 Recreational                      2 Not at all

17 Combinations - Residential

I would prefer the following types of industry to locate in our area:

1 Only heavy (sawmill, processing) 22 Both light and heavy

10 Only light (assembly plant, works) 5 None

Should the county acquire land for future park and recreation use?

32 Yes 11 No

Should people be required to construct buildings and utilities in accordance with building codes, excluding agricultural buildings?

30 Yes 19 No

Do you favor unrestricted and unguided development in your area? (Industry, housing, agriculture, commercial, schools, parks, churches)

8 Yes 37 No

Should sewer planning coincide or develop concurrently with water district development?

39 Yes 7 No

The recommendations should be given further study and action as appropriate agencies or departments are able to implement them.

## RECOMMENDATIONS

- \* Agricultural zoning should be recommended in the county where urban development has not infringed upon farming and where farmland is suitable for top production.
- \* Educational programs should be offered in all rural areas of Clackamas County to explain and discuss development of the rural area, encompassing all of the human needs of occupation, recreation, and other values.
- \* The county should develop its land-use planning to establish a balance among residential development, agriculture, industry, and services in the county.
- \* Public hearings should be conducted relative to significant developments proposed in rural areas of the county, and owners of rural properties affected by such developments should be legally advised of such hearings.
- \* A study should be made to determine what areas should be preserved for farming, recreation, residential, industry, commerce, etc. This should be a land study to promote healthy growth, as well as to prevent blight and waste.
- \* Future development should be in the form of planned areas in hilly, nonfarm land and should be planned with safe water and sewage supply and disposal systems.
- \* Some type of educational program should be developed for farmers as to what happens to taxation in the farming area when nonfarm housing occurs in farm areas.

- \* Before any zoning is proposed in an area, an educational program should be initiated on the opportunities and problems that result from zoning.
- \* Efforts should be made to hire personnel to conduct a

comprehensive soil survey in Clackamas County. This work should be coordinated by the local Soil Conservation Service, with additional personnel provided by the Board of County Commissioners.

## TAXATION

Taxes are increasing because of inflation, more and better services, and an increase in population.

The following figures show the change in the valuation of taxable properties and total taxes levied in the past 10 years in Clackamas County.

Year	True cash value Taxable Property in County	Total Property Tax Levied by County for all Purposes
1957.....	\$ 408,457,680	\$ 8,476,657
1962.....	703,985,440	14,769,817
1967.....	1,026,315,156	26,733,221

The committee feels that because many people know very little about taxes, it is important that they have a better understanding of the subject.

The committee commends the county assessor's office for providing information on the 1967-68 tax statement showing the distribution of taxes collected. This is helpful in informing people about how tax money is used.

### RECOMMENDATIONS

- \* Prepare a statement on county taxes for general distribution in the county. This could be in the form of a brochure or leaflet. The information should include an explanation of taxes, where they come from, how they are used, the basis for assessing property, property that is

exempted from property taxes, and other information regarding taxes. It should also include the amount of tax money collected from other sources.

- \* Call attention to the County Tax Rate Booklet, which is prepared and made available each year by the county assessor's office.

- \* Provide some type of educational program so that people have an opportunity to study and learn more about local government finance. This might be a short course on local government finance, or the establishment of a continuing tax study committee or tax educational committee.

- \* Give attention to the efforts being made by other counties to gain part of the revenue which certain counties receive annually for O and C lands located in the county.

## PUBLIC SERVICE

The public services sub-committee studied the area of water, sewage, and solid waste disposals, recreation, and transportation.

### WATER

The Public Services Committee is concerned as to the impact the heavily increasing population will have on

domestic water needs and sources. They are also concerned as to "what the local community can do to insure a good water supply." Is it the responsibility of local government, county, state, or federal government to insure that the water needs of the population are adequate?

It was the consensus of the committee that the largest portion of the problem was one of education in the local community. Statistics point to a crisis in domestic and industrial water needs in many local areas of Clackamas County. The following are the recommendations submitted by the committee regarding water needs:

#### Recommendations

- \* Because of current population trends, current water needs, and projected needs, educational measures should be taken to inform the citizens in local communities as to the need for organized planning and development in the area of domestic and industrial water requirements.

- \* Guide lines should be established from basic information obtained from state studies and other available resources regarding domestic and industrial water resources. These guide lines should then be recommended to the proper state agencies for possible legislation and implementation to assist in planning at all levels of government.

### SEWAGE AND WASTE DISPOSAL

According to the Clackamas County sanitary engineer, the amount of solid waste will increase at least five times when open burning of refuse is stopped. Clackamas County may experience a shortage of available land suitable for sanitary land-fill disposal of solid waste in the near future.



If the amount of solid waste to be disposed rapidly increases, it is predicted that the availability of suitable land will become critical. The opinion of the committee is that scientific engineering has not been applied to any extent in the area of solid waste disposal within Clackamas County.

Sewage disposal and treatment exists as a potential problem to the health of Clackamas County residents. The following information was taken from the Clackamas County Resource Analysis Draft prepared by Oregon State University.

<u>Water Supply</u>			
<u>All housing units in Clackamas County</u>	<u>Number of public or private water systems</u>	<u>Individual wells</u>	<u>Other</u>
40,032	27,173	10,523	2,191
<u>Sewage Disposal</u>			
<u>All housing units in Clackamas County</u>	<u>Number of public sewers</u>	<u>Septic tank or cesspool</u>	<u>Other</u>
40,032	10,061	25,815	4,011

While 27,000 housing units are on public or private water systems, only 10,000 units are on public sewers. With this information the committee submits the following recommendation regarding sewage collection and treatment:

### *Recommendations*

In view of this information, the committee submits the following recommendations:

- \* Engineering studies should be developed to determine alternate means of disposing of solid waste other than through present methods of land fill and open burning.
- \* Legislation should be strengthened and enforced at state and local levels to insure that all land development for residential use meet predetermined requirements of health and sanitation for the safety and welfare of the general public.

## RECREATION

According to many sources, including the Batelle Memorial Institute Report, "increasing income, greater mobility and more leisure time have greatly increased the demand for outdoor recreation. The natural resources of the Pacific Northwest provide a wide variety of recreation opportunities." Mervin Filipponi, outdoor recreation specialist at Oregon State University, points out that commercial enterprise has an opportunity to capitalize on the immigration of recreation-seeking people by providing good, wholesome, and convenient recreational opportunities. It is also pointed out that local government is providing recreational services for the recreation-seeking public. This includes active, passive, indoor, and outdoor recreation.

Those pursuing recreation in Clackamas County come from a much larger area than Clackamas County alone. If the opportunity to serve these urbanites is not capitalized upon, the results will be absentee ownership in many natural recreational areas of Clackamas County. In other words, people may buy their recreation areas and come and go as they please, offering little to the betterment and economy of the area. It will be essential to plan for

recreation on a regional level, with the cooperation of local, county, state, and federal agencies. It is suggested that Clackamas County should take advantage of areas which are not prime development land, such as flood plains, nonproductive timberlands, etc., for recreational use and development. Nonconflicting use areas such as these can be used for greenways, scenic drives, passive recreation areas, camping, etc.

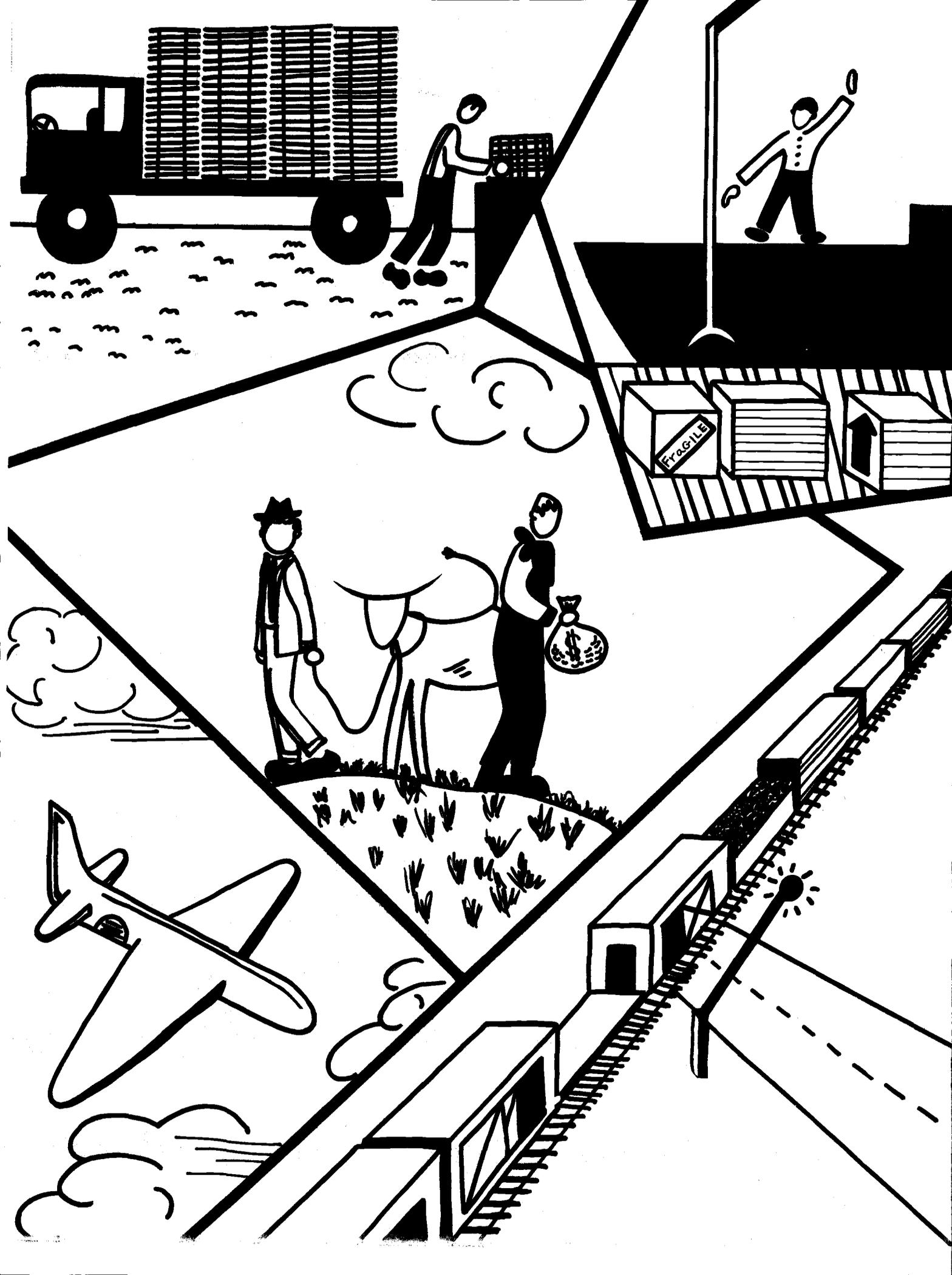
Recreation is needed for local neighborhood areas as well as regional areas. Indoor recreation for a community area requires facilities. It is the opinion of the Public Services Committee that most school facilities in Clackamas County are excellent; however, the facilities are not being used to their fullest extent. It seems logical to use existing facilities, such as school buildings, churches, etc., for community recreational programs. However, a major problem exists in persuading the people, through educational channels, that it may be cheaper to increase a school budget for recreational purposes than to develop new recreational facilities. The committee suggests the following recommendation regarding the use of school facilities for recreation purposes:

### *Recommendation*

- \* It is recommended that schools place some emphasis on total community involvement, adding staff if necessary, to provide a wider range of community and recreational programming. In this concept it would be assumed that operations, programming, and financing of community and recreational programs be shared by a broader based financial concept (i.e. joint school-city financing, joint school-recreation district financing, etc.)

## TRANSPORTATION

Planning in the area of transportation, including mass transit and rapid transit systems, is needed. Current needs exist for mass transit in Portland to connect with a number of outlying areas. Within the foreseeable future it is expected that the problem may become intolerable. Northern Clackamas County is within the area affected by a lack of mass transit opportunities. It is imperative that planning be done at this time to avoid an unworkable situation.



# MARKETING COMMITTEE REPORT

The tremendous growth in the efficiency of food production and distribution in the United States has resulted in significant changes in the spending pattern of the consumer's food dollar. The percentage of the total income spent for food dropped from 26 percent in 1930 to 16 percent in 1967. During this same period taxes increased from 3 percent to 16 percent, an amount equal to that spent for food. This increased agricultural efficiency has created many problems. One of the most critical concerns is overproduction.

Growers' returns rise and fall. During relatively high-price periods, additional production, using the latest technology, comes into being. Adjustments occur as prices decline and the more efficient, better-financed, "market-oriented" producers remain as the others fall by the wayside.

The result has been fewer farms, larger units of production, contract farming, integrated operations, and direct producer-to-retail movement of food and fiber—a system virtually born of necessity.

## AREAS OF CONCERN

Clackamas County farmers are a part of this economic system. Their greatest problem is to determine whether the rate of return justifies the time and investment required to remain in farming.

Producing food for "A" (specific) market is different than producing for "THE" (open) market. It is the latter



**CARGO JET** -- Cavernous door on United Air Lines DC-8F Jet Freighter is raised to accept palletized cargo from special Freightair loaders and transporters used at the airline's key cargo cities. Special loading equipment can deliver 13 pallets to plane in 22 minutes.

type of production which causes most pricing problems. This is the area which the committee has spent considerable time in discussing. How can growers change from producing for an open market to a specific market?

A surplus can be defined as being that production which cannot find "A" market at prices which will return production costs plus a reasonable return on land, labor, capital, risk, and management. The result of a "surplus" is to depress all prices. For this reason, all producers should be concerned with the problem of overproduction. In the search for solutions, the areas of concern are divided most frequently into the question of whether this is a growers' problem or a governmental problem.

### *Growers*

If regarded as a Grower's problem, the most efficient survive. There has been a steady decline in the number of farms in the United States for many years. As the efficiency of the farmer increases, a higher standard of living occurs for the general population, although there are fewer and fewer persons engaged in the production of food. Fully one third of our population owes its livelihood to agricultural production, even though only six percent now earn their major income from farming.

### *Government*

The other area for solution of surplus control involves legislation or government programs. These are designed to stabilize the patterns of production. Failure to comply with the laws may result in fines and/or imprisonment. Government farm programs take many forms, depending upon the decisions of growers or actions by Congress. The principle involved is to control the marketable supply, in an attempt to adjust prices to a level that is fair to both consumers and growers. To accomplish this, each producer is usually allocated a share of the total production based on some historical pattern. The value of these allotments generally becomes capitalized in the value of the farm. A study of government farm programs throughout the world (whether socialist, communist or capitalist) shows a wide variety of programs that have been tried. However, the most efficient farm operations and the countries whose people have the highest living standards are those in which the free market choice system predominates.

Much can be done cooperatively in the development of a market. This might take the form of increased farmer selling power, expansion of present markets through new food-processing techniques, new customers, and the growth of foreign markets.

An additional aid in solving production distribution is the use of contracts with specific markets. A number of producer associations have been formed for the purpose of contract bargaining. Congress recently passed the first legislation in this field, which may have the effect of increasing the use of this method for more stable production.

The problems and opportunities that exist in present marketing or future expansion of production cannot be limited to Clackamas County. Area, state, or regional cooperation may have to be achieved before many of this committee's recommendations are realized. The committee foresees a trend in agricultural production leading to contract farming of intensified crops, such as vegetables and small fruits.

Clackamas County growers are faced with marketing problems. Basically, growers in this county are not organized into groups that could affect either the total

supply or price of their products. In some cases, this puts the grower into the position of asking the value of his product instead of receiving a competitive price.

This committee has explored three general areas that should give direction to the Clackamas County Extension Service and to the Oregon State University marketing staff. These areas are the improvement of farmers' selling power, expansion of present agricultural markets, and international market development.

## PROBLEMS

- \* Grower cooperation in the marketing of fresh fruits and vegetables is lacking.
- \* Verbal agreements in the selling of fresh fruits and vegetables place growers in a poor bargaining position.
- \* Rising costs of production, especially labor, will force some of the production of some commodities into other areas, such as with strawberries in Mexico.
- \* More favorable freight rates are needed for Oregon products.
- \* Little is being done to explore the opportunities and develop the potential for air freighting Oregon products outside this state.
- \* There is a need for greater utilization and marketing of the small thinnings cut on farm forest woodlots.
- \* Normally, overproduction of nursery stock depresses prices locally.

## RECOMMENDATIONS

The committee suggests that:

- \* Producers consider the possibilities of contract production or organized bargaining associations.
- \* Growers' meetings be held to establish quality standards and pricing policies for growers' products.
- \* Growers be provided with information on contracts and disadvantages of verbal contracts in fresh marketing.
- \* A list be compiled of private firms or individuals who work as consultants or specialists with freight rates.
- \* Nurserymen establish a market before planting. The potential of nurseries is great because of our favorable climatic conditions, but there is a need for better marketing organization, establishment of grades and standards, and market information.
- \* Formation of a fruit stand association be encouraged to establish quality standards and uniformity in marketing practices, such as using standard containers, seal of quality, uniform pricing, and exchange of information.
- \* Woodlot owners be informed of the present market alternatives for small thinnings.
- \* Woodlot owners promote market development for poles in Asian markets, organize use of chipping machines on a cooperative basis, and determine the potential of the California and local markets for fireplace wood.
- \* Promotion of Oregon products be tied in with established marketing organizations, such as the wheat promotion in Japan through the Western Wheat Associations.
- \* A Pacific Trade Council be developed for joint marketing efforts through groups that work under the Webb-Pomerene export trade act.
- \* Sales opportunities be investigated for Oregon products in Japan, Hong Kong, Singapore, Taiwan, South Korea, Thailand, and other Asian markets.
- \* Grower groups request Public Law 480 funds for use in foreign market development.
- \* Growers wanting to trade with Asian countries contact Asian trading companies and embassies in Portland to explore potential fresh fruit and vegetable exports to Asia.

Berry brokers in Portland should be contacted for exploring the export market potential, starting with one or two foreign market outlets and developing these slowly through sales promotion.

\* Brand names be utilized in export marketing to develop product differentiation.

\* The use of commodity commissions to supply funds for sales promotion in foreign markets for each commodity be investigated.

\* Commodity commissions and grower organizations be encouraged to lend support to market development and sales promotion in the Asian markets.

\* Seed commissions be consulted, with the purpose of bringing about mutual cooperation in selling and promotion of their products in overseas markets.

\* Commodity pools be investigated to insure foreign markets of stable supply of the commodity involved.

\* Using market orders to insure quality products and stable quantities for use in export markets be considered.

\* The potential for livestock and poultry breeding stock for export from Clackamas County to Asian markets be explored.

\* A marketing advisory group be retained to follow up this committee's recommendations and be trained in marketing principles through a marketing shortcourse. This advisory committee could be incorporated into a regional or tricounty marketing advisory group to review more effectively progress, and to suggest specific courses of action to the Extension Service and the O.S.U. marketing staff.

\* The Extension Marketing Project at Oregon State University be encouraged to develop guidelines for investigation of potential export markets for Oregon agricultural commodities. These guidelines should be disseminated to agricultural firms, commodity groups, and others.

# Committee Membership

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