

SUGGESTED
DIRECTIONS
1980-85

REPORT OF
THE PLANNING SUBCOMMITTEE,
WCCAO BOARD OF DIRECTORS
JANUARY 9, 1980

PLANNING SUBCOMMITTEE
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INTRODUCTION:

This report is the culmination of the Needs Assessment and Problem definition phases of the planning process. Based on months of information gathering and analysis, the Planning Subcommittee of the WCCAO Board of Directors has developed a list of "suggested future directions", for the agency. These suggestions are organized by Social Service area and WCCAO program. For each Social Service area a summary of the Needs Assessment is provided. These Needs Assessments are based on proposed CSA planning guidelines.

During the next month you are requested to: 1) make additions to lists if you feel some important possibilities have been left out; and 2) prioritize the lists of future direction according to your analysis of the information.

EDUCATION

Introduction

Generally speaking the purpose of education is to provide everyone with an opportunity to acquire the knowledge and skills they desire. Low-income persons have historically been denied educational opportunities comparable to other income groups. The responsibility of providing educational opportunities to low-income persons falls mainly on public educational institutions e.g. Public school district. However, the public education system often falls short in meeting the needs of the poor.

WCCAO currently has three programs that address the educational needs of the poor: Community Food and Nutrition, Head Start, and the Summer Youth Program. In addition WCCAO's Bicultural/Bilingual program is involved educating the general public about the traditions and values of Washington County's Spanish Speaking Community.

Needs Assessment Summary

1. Secondary Data:

Extrapolations (increasing the number of poor persons by multiplying the 1970 Census figure by the general population growth rate) from 1970 Census figures indicate Washington County has 14,000 poor people. (See Appendix A, Table 1). This figure is probably conservative due to the fact that low-income persons were under counted in the 1970 Census and they tend to have larger families than other income groups.

Extrapolations from 1970 Census figures indicate there are approximately 550 low-income children in need of pre-school training in Washington County.

Extrapolations from 1970 Census figures indicate there are approximately 3,440 Spanish speaking persons in Washington County of which 380 are low-income. These figures are probably somewhat below the true numbers do to the fact that the Spanish population was severely undercounted during the 1970 Census.

According to the Oregon Department of Education, there were 850 Hispanic children in Washington County Public Schools during the 1978-79 school year.

2. Future Trends:

The Center for Population Research and Census at Portland State University projects that the young adult (25-39) and middle age (40-59) age categories will experience the most growth relative to other age categories between now and the year 2000. (See Appendix A, Table 2). This suggests an increasing need for job training/education programs for young adults and middle aged.

Although difficult to project, Washington County's economy should experience sustained growth between now and the year 2000. The manufacturing Sector of the economy, e.g. electronic instruments, seems to be very viable and should continue to grow. The growth of Washington County's economy could be integrated with educational programs geared to giving low-income persons the knowledge and skills they need to overcome poverty.

3. Survey Results:

Vocational education has, and is, perceived as a high priority need by poor persons and Social Service Staff who work with low-income people. In 1978, the WCCAO Staff listed the need for job training programs as the second most important low-income service need. In a Survey of WCCAO clients completed this last fall (1979) "help in finding a job training program" was rated as the second most important service need. In a recently (Nov. 1979) completed Survey of Spanish speaking persons in Washington County Educational related services were ranked second in importance among all the Social Services. (See Appendix B.)

4. Resource Analysis:

WCCAO's Head Start program is the only program in Washington County targeted at providing low-income children with the kind of training that will adequately prepare them for public school.

Based on 1970 Census figures (location of poor and female headed households) and recent public assistance information (See Appendix A, Table 3) there is an increasing need for Head Start service in the Tualatin-Tigard, Gaston-Cherry Grove, and North Plains areas (in that order of priority).

The Educational Service District (ESD) provides staff trained in bilingual/bicultural education to various public schools in Washington County. WCCAO has no clear understanding of the extent to which these personnel are effective at meeting the needs of Spanish speaking students. In addition, ESD sponsors summer programs for migrant children and WCCAO's Head Start program serves Spanish speaking children. A Child's Place in Hillsboro provides bilingual/bicultural education for some Spanish speaking children.

There are a number of vocational education programs in Washington County: Banks School District, Beaverton School District, Forest Grove School District, Gaston School District, Hillsboro Union High School District, Portland Community College, Sherwood School District, and the Tigard School District. In addition, firms like Tektronix have job training programs. The extent to which these programs are effective at meeting the needs of the poor is unknown.

SUGGESTED FUTURE
DIRECTIONS: EDUCATION

GENERAL

PRIORITY RANK
(1 being the most
important)

1. WCCAO should concentrate on expanding its existing educational programs i.e. Summer Youth Program, Head Start, Bilingual/Bicultural Program, Educational Component of the Community Food and Nutrition Program.

2. WCCAO should concentrate on decentralizing its existing educational programs i.e. spread the location of services around the County as much as possible.

3. WCCAO should add to its existing educational programs by establishing a program in the job training area i. e., establish a job training program, seek, improve the coordination and effectiveness of existing job training programs in the County, or advocate the need for job training programs.

4. Other

PROGRAM

PRIORITY RANK
(1 being the most
important)

Head Start:

1. Establish a summer enrichment program for low-income, pre-school children in the Beaverton area (Beaverton Public Schools has no kindergarten classes)

2. Establish bilingual programs for Spanish speaking and Indochinese pre-school children in Washington County.

3. Establish a Head Start Center that would serve the Tualatin-Tigard-Sherwood area.

4. Examine the possibilities of Head Start programs for the Gaston-Cherry Grove and North Plains areas.

5. Examine the future potential of the Head Start program: What are the pros & cons of spinning it off from WCCAO? To what extent should the program be decentralized i.e., home vs. center training, in the future?

6. Other

Bilingual/Bicultural
Program:

PRIORITY RANK
(1 being the most
important)

1. Make sure that all Social Service agencies that serve Spanish speaking persons have a bilingual staff person or someone trained in cultural sensitivity.

2. Coordinate efforts with COSSPO (Committee of Spanish Speaking People of Oregon) to provide English as a second language classes to all those who need or want it. Promote the availability of this service.

3. Establish Centro Cultural as a stable, **credible**, Social Service agency.

4. Evaluate the Educational Service District effectiveness at providing bilingual/bicultural education to Spanish and Indo-Chinese children and make recommendations regarding needed improvements.

5. Other

Summer Youth Program:

PRIORITY RANK
(1 being the most
important)

1. Concentrate the allocation of funds
on programs that are more oriented to leaving
job or career skills.

2. Other

Community Food & Nutrition:

1. Develop a long-term strategy of meeting
the educational needs of the poor.

2. Other

HEALTH

Introduction

Low-income persons have proportionally more health problems (both mental and physical) than other income-groups. This problem stems from a general lack of resources and information that enable families to maintain good health and prevent health problems. In addition, environmental conditions and social pressures associated with being poor tend to produce high levels of stress which can lead to health problems.

WCCAO has not had many programs that provide health related services. This is primarily due to the fact that federal e.g. medicare and medicaid, State e.g. Welfare department, and local e.g. County Health department, governments provide health services for the poor. However, there still remains some gaps in the availability of health services and there is always the need for emergency medical assistance. WCCAO has three programs that provide health related services: Dentures Program, Head Start Program and the Emergency Assistance Program.

Needs Assessment Summary

1. Secondary Data:

As mentioned earlier, conservative extrapolations from 70 Census figures indicate there are approximately 14,000 low-income persons in Washington County.

Public Assistance indicators show that the need for low-income health services is greatest in Beaverton, Hillsboro, Forest Grove, Tigard, and Cornelius (see Appendix A, Table 3). These same figures show that Gaston-Cherry Grove and Banks have the highest rate of health problems compared to other parts of the County. Public Assistance figures indicate that Hillsboro, North Plains, Forest Grove, and Cornelius have the highest needs for health services related to elderly persons.

According to population projections provided by the Center for Population Research and Census at Portland State University, there are currently 25,000 elderly (60+) persons in Washington County. Projections from the 1970 Census poverty rate (5%), there are 1,250 low-income elderly persons in the County. This latter figure is conservative due to the fact that the poverty rate among elderly persons tends to be higher than other age groupings.

2. Future Trends:

There will be an increasing need for health services related to the 25-59 age group. A continued high (6 divorces for every 10 marriages) divorce rate will prevail. The elderly, by virtue of their increasing numbers will require more health related services.

3. Survey Results:

Low-income persons tend to rank the need for health services below the need for other services i.e., employment, education, housing. (See Appendix B.)

4. Resource Analysis:

There appears to be an adequate number of agencies serving the health needs of Washington County's poor.

Hillsboro: County VD clinic; Adult & Family Services (aid to disabled, blind, and medical assistance); Children Services Division (health care for children); Community Senior Center (health screening); Metropolitan Family Services (counseling); Salvation Army Services (counseling); Developmental Disability Program; County Dental for children; County Health Department (education, nutrition, home care, hearing tests, chest x-rays, immunizations, lab testing); and the County Mental Health Department.

Beaverton: Elsie J. Stuhr Adult Leisure Center (health screening); Lutheran Family Services (counseling).

Tigard: Tigard Senior Center (health screening); Tigard Community Youth Services (counseling).

Tualatin: Tualatin Valley Mental Health Center.

There seems to be an adequate number of agencies serving the health needs of Washington County's poor. However, there is one particular area, dental care, that is not being adequately addressed. Medicare does not cover dental care. The State has some dental care monies available in the Medicaide program however, funds are very limited and the red-tape involved in receiving the assistance is cumbersome. There exists, no dental care programs for the adult poor other than the assistance provided at the University of Oregon Dental School in Portland.

SUGGESTED FUTURE
DIRECTIONS: HEALTH

GENERAL

PRIORITY RANK
(1 being the most
important)

1. WCCAO should focus its efforts on making sure low-income persons are aware of the various health services that are available to them.

2. WCCAO should concentrate its efforts on establishing an adequate dental service for low-income adults.

3. Other

PROGRAM

PRIORITY RANK

Dentures Program:

1. The current Dentures Program should be expanded and administered centrally by WCCAO.

2. The current Dentures Program should be decentralized e.g. administered by Senior Centers.

3. An analysis should be made of the long-term need for the Dentures Program. Income level criteria should be examined and recommendations made (including recommendations on the extent to which the program should be decentralized.)

4. Other

Head Start:

PRIORITY RANK
(1 being the most
important)

1. Expand efforts to immunize children from
low-income families

2. Other

Emergency Assistance:

1. Decentralize the emergency medical assistance so that it is more accessible to low-income persons outside the Hillsboro area.

2. Other

PRIORITY RANK

(1 being the most important)

BASIC MATERIAL NEEDS

Introduction

Since 1972 the cost of basic material goods and services (i.e., food, shelter, household, energy, and transportation) has risen at a higher rate than goods and services in general (i.e. consumer price index). In the five-year period from December 1972 through December 1977, the cost of basic material goods increased at an average annual rate 9.1% while the consumer price index rose at an average annual rate of 7.9%.¹ Consequently poor people have been and are becoming less able to secure the basic necessities of life. Various economic conditions (e.g. energy shortage) will continue to drive up the cost basic material goods and services at an alarming rate.

Footnote: 1 "Inflation and the Poor", Economic Development and Law Center Report, May/June 1979, Berkely, Calif.

WCCAO's major program thrust is in the area of basic material needs. The agency currently has six programs in this area: Community Food and Nutrition Program; Emergency Assistance Program (food, heating fuel, clothing); Emergency Shelter Program; Energy Program (Weatherization, Wood Gleaning); Housing Program; and the Welfare Hotline.

Needs Assessment Summary

1. Secondary Data:

As mentioned earlier, conservative estimates indicate there are in the neighborhood of 14,000 poor persons in Washington County. The highest concentrations of poor persons are in the Beaverton, Hillsboro, and Forest Grove-Cornelius areas of the County (See Appendix A, Table 1).

Figures compiled by the Metropolitan Service District (METRO) indicates that between now and 1981, over 7,000 low-income households will need assistance (i.e. new construction, payment assistance, or rehabilitation). Even if Federal Housing Assistance (HUD) goals are met between now and 1981, there will still be a need for housing assistance to 6,000 low-income households. (See Appendix D).

2. Future Trends:

As suggested above, the cost of basic material needs will continue to rise at a very high rate making it increasingly difficult for low-income persons to meet their need for the basic necessities of life.

The need for low-income housing assistance will increase due to pressures on the housing market (i.e. high demand through the 80s) and the on and off pattern of housing construction (i.e. fluctuation of interest rates).

During the 1980s a light-rail mass-transit will be installed to link Washington County with Portland and other areas of the metropolitan region. Light rail provides an opportunity to better serve the transportation needs of the poor. The extent to which the poor are served will depend on the location, length of the line, and fare policy.

3. Survey Results:

Client surveys over the past few years (See Appendix B and C) indicate that poor persons view employment as a means to satisfy their need for basic material goods and services. Thus, clients tend to rank basic material need services as secondary in importance to employment related services. This is not to say that the need for basic material goods and services is not high. The need for these goods and services is high and will remain high as long as we have high unemployment and limited educational/economic opportunities among the poor.

4. Resource Analysis:

In addition to WCCAOs programs, there are a lot of agencies serving the food needs of the poor:

Hillsboro: Adult & Family Services (food stamps); Community Senior Center (lunches, surplus food distribution); Salvation Army (meals); and FISH.

Beaverton: Elsie J. Shur Adult Leisure Center (lunches; FISH.

Forest Grove: FISH

Tigard: FISH

Relative to food, there are fewer agencies providing clothing, shelter, household products, and transportation to poor persons in need of these services.

Hillsboro: Children Services Division (shelter); Salvation Army (shelter, clothing); and the Washington County Housing Authority (shelter).

There are service gaps in WCCAO's distribution of food (crop gleaning and food vouchers) and weatherization services. Crop gleaned food does not reach the Cherry Grove, Gaston, Tigard, Tualatin, and Sherwood parts of the County. The distribution of weatherization services has resulted in the under-serving of Forest Grove, Cornelius, Beaverton, and Tualatin (See Appendix A, Tables 4 & 5).

WCCAO has not been able to obtain accurate information on the distribution of low-income housing assistance in the County. As mentioned earlier, figures provided by METRO indicate the need for low-income housing assistance is severe. The extent to which this need will be addressed by the Washington County Housing Authority, and State Housing Office is unclear. As pointed out earlier, even if the HUD goals for low-income housing assistance are met, there will still remain a need to provide housing assistance to approximately 6,000 households between now and 1981.

SUGGESTED FUTURE
DIRECTIONS:: BASIC MATERIAL NEEDS

GENERAL

PRIORITY RANK
(1 being the most
important)

1. Establish a more equitable distribution of resources i.e. fill in current service gaps in various programs.

2. Concentrate on decentralizing the distribution of services e.g., establish more than one outlet or office for basic material services.

3. Concentrate on targetting clusters of clients living in the same neighborhood or community and organize Self-help associations.

4. Other

PROGRAM

PRIORITY RANK
(1 being the most
important)

Community Food & Nutrition:

1. Decentralize the distribution of food in the County so that food is distributed through a number of different locations e.g. Senior Centers throughout the County.

2. Move from a direct service approach to a coordinating role emphasizing Self-help.

3. Concentrate on outreach e.g. contact granges and like organizations to promote the availability of services and enlist broader community support.

4. Other

Emergency Services:

PRIORITY RANK

1. Stream-line the intake process to maximize fairness and speed in providing heating fuel assistance.

2. Develop a distribution system that would better address County-wide needs in an equitable manner i.e., fill in service gaps.

3. Work with WCCAO's Energy Program to develop a long-term strategy that would reduce energy crisis needs among the poor.

4. Spin off emergency food assistance (food vouchers) to CF&NP program.

5. Other

Emergency Shelter:

PRIORITY RANK

1. Develop a plan to decentralize the service so as to better serve the entire County.

2. Advocate for the housing needs of the poor e.g., provide information, advocate for needed legislation.

3. Other

Energy Program:

PRIORITY RANK

1. Bring about a more equitable distribution of weatherization services i.e. fill in service gaps.

2. Develop a home-repair program to go along with the Weatherization Program.

3. Spin-off a profit making Weatherization Program run by low-income persons.

4. Develop a comprehensive strategy to maximize the availability of resources to poor persons in need of various energy sources.

5. Advocate for a light rail plan that will best serve the needs of Washington County's poor.

6. Promote the use of alternative, non-fossil energy sources.

7. Spin-off the Wood Gleaning Program so that it would be run by various service groups throughout the County and coordinated by WCCAO.

8. Other

Housing:

PRIORITY RANK

1. Concentrate on developing the best possible comprehensive plan for meeting the needs of farmworkers in Washington County.

2. Concentrate on making sure that whatever plan is developed for farmworker housing is implemented effectively.

3. Advocate, encourage, and assist in the development of a comprehensive strategy to address the need for low-income housing assistance in Washington County.

4. Insure that at least two Tenants Associations are established and viable.

5. Other

Welfare Hotline:

PRIORITY RANK
(1 being the most
important)

1. Promote the service County-wide to
achieve a broader, more equitable distribution
of services.

2. Establish a toll-free line for any areas
of the County that currently have to call long-distance.

3. Develop a long-term advocacy strategy
regarding the need for legislation, public education,
and Self-empowerment.

4. Other

EMPLOYMENT AND INCOME

Introduction

By definition low-income persons have a need for income and employment assistance. Poor people are cut-off from opportunities (e.g., job training, employer contacts, education) that would allow them to better their employment and income. This in-turn can lead to a lack of enthusiasm and apathy that tends to perpetuate dependency and the need for income assistance.

Although WCCAO has programs that are related to the service category of employment and income e.g. the Energy Programs hires CETA personnel and the Emergency Assistance Program provides income in the form of food and fuel vouchers, it does not have any programs whose primary purpose is to provide income and employment opportunities to low-income persons.

Needs Assessment Summary

1. Secondary Data:

As mentioned before, conservative projections from 1970 Census figures indicate that Washington County has approximately 14,000 poor persons. It can be assumed that all of these people are in need of income assistance and employment services.

The current unemployment rate in Washington County is approximately 6%. Using extrapolations from 1976 labor force statistics, there are currently in the neighborhood of 5,400 unemployed persons in the County. However, it should be noted that this figure only represents those unemployed who maintain contact with the State's Office of Employment. Consequently, it is less than the actual number of unemployed persons in the County. Also, this figure does not include the under-employed, those employed on a part time basis.

Washington County's economy is one of the fastest growing economies in the Country. Between 1960 and 1970 the number of jobs in County doubled (from 24,800 to 49,600). Since 1970, the number of jobs has nearly doubled again to 90,123.

As it grows, Washington County's economy is becoming more diversified. Examination of the data for employment by major sectors between 1972 and 1976 indicates growth in all the major sectors. Particularly strong growth has occurred in the non-manufacturing sectors with retail trade, wholesale trade and services exhibiting 65.5%, 33.5%, and 35.9% growth respectively for this time period. Manufacturing exhibited a growth of approximately 21% but represented the largest absolute employment increase for the time period (See Appendix A, Tables 6 & 7).

2. Future Trends:

There will be an increasing need for employment related services due to the fact that the fastest growing segment of Washington County's population will be the working age segment (25-60).

Manufacturing will continue to be the dominant employer in the County. The unemployment rate will stay in the 6-7% range for the next 5 years. State cut backs in Welfare payments to families where the father is able to work, but not working will persist.

3. Survey Results:

All of the client and staff surveys of the past ten years indicate that employment and income related services are consistently viewed as addressing the most important needs of the poor. (See Appendix B

The most recent survey completed by WCCAO (Nov. 1979) indicated that 45% of Washington County's Spanish speaking poor feel that of all the Social Services, they need employment related services the most. (See Appendix B).

4. Resource Analysis:

All of the employment and income related services in Washington County are located in Hillsboro: Washington County Civil Service (employment referral, placement, and counseling); Vocational Rehabilitation (counseling, placement); CETA Consortium (referral, placement, and training); Adult and Family Services (income assistance).

WCCAO has two programs that are related to income assistance. Its Emergency Assistance program makes emergency loans to low-income persons. These loans pay for heating fuel, clothes, and rent on a crisis basis. WCCAO's Welfare Hotline assists low-income persons in obtaining income assistance from the State and federal government.

WCCAO has no program in the area of employment services. There appears to be a number of employment related services available in Hillsboro. The extent to which these services are adequately meeting the needs of the poor County-wide is uncertain. Given the fact that poor people tend to list employment services as their important need, it seems as though more needs to be done in this area. There needs to be an examination of how available resources can best be used to move low-income persons into the mainstream of the County's economy and thereby address their employment and income needs.

SUGGESTED FUTURE
DIRECTIONS: INCOME & EMPLOYMENT

GENERAL

PRIORITY RANK
(1 being the most
important)

1. Continue to monitor the need for services in this area and advocate that other agencies increase their service level.

2. Monitor the effect of State welfare cut backs to families with able-bodied, unemployed heads of household and develop strategy to advocate for needed legislative changes at the next session.

3. Analyze the availability and effectiveness of current job training programs e.g. CETA, private business and industry programs, for the poor.

4. Analyze the income and employment needs of the displaced homemaker and develop a program idea for WCCAO to implement.

5. Other

FUTURE DIRECTION:
PRIORITIZATION OF
SERVICE NEEDS
AMONG THE POOR

SERVICE CATEGORY

PRIORITY RANK
(1 being the most
important)

- | | |
|--|-------|
| 1. Education | _____ |
| 2. Health (mental & physical) | _____ |
| 3. Basic Material
Needs (food, clothing, shelter,
household goods, and transportation) | _____ |
| 4. Safety Needs | _____ |
| 5. Employment & Income Needs | _____ |
| 6. Other | _____ |

SELF EMPOWERMENT

Introduction

As mentioned earlier ("WCCAO Planning Process Report"), Self empowerment i.e., working with poor persons to help them identify and solve their own problems, is viewed as a viable means for eradicating poverty. A feeling of powerlessness and general apathy often prevails in low-income families. This state of mind is an obstacle to Self initiatives that could move low-income families out of poverty. It is not the case that low-income persons don't wish to help themselves, it is the case that are frustrated and often don't know how to help themselves.¹

Footnote: ¹ Do the Poor Want to Work? Lenard Goodwin, Brookings Institution, Wash., D. C., 1972.

WCCAO has two programs that are specifically oriented to Self empowering low-income persons. Its VISTA (Volunteers in Service to America) program places Volunteers in the community to work alongside low-income persons on various anti-poverty projects. The main purpose of the VISTA Volunteer is to facilitate the efforts of low-income persons to improve their lives e.g., forming tenants unions, organizing a dental assistance program, forming Self-help crop gleaning projects.

WCCAO's Retired Senior Volunteer Program (RSVP) is also oriented to enable low-income persons to do more for themselves. Career retirement combined with separation from family and loss of friends deprives older adults of contact and meaningful activities. RSVP helps Senior citizens develop personally satisfying roles in the community. This is often accomplished through placing them in a situation where they can assist low-income persons solve their own problems e.g. assist low-income children with their school work.

SUGGESTED FUTURE
DIRECTIONS: SELF EMPOWERMENT

GENERAL

PRIORITY RANK
(1 being the most
important)

1. Place VISTA Volunteers in those service areas rated as the most important by WCCAO's planning process.

2. Place RSVP Volunteers in those service areas rated as the most important by WCCAO's planning process.

3. Combine RSVP and VISTA into one program that coordinates the efforts of both types of Volunteers in addressing the most critical service needs of the poor.

4. Other
