

**THE IMPACT OF A COUNTY-WIDE VISION PLAN ON DECISION  
MAKING AND TRENDS WITHIN THE COUNTY: A COMPARISON OF  
TILLAMOOK AND CLATSOP COUNTIES**

By

Jessica Ann Nunley

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Robert Parker, AICP, Chair of the Committee

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Date

Committee in Charge: Robert Parker, AICP, Chair  
Michael Hibbard, Ph.D

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# Table of Contents

<b>TABLE OF FIGURES .....</b>	<b>I</b>
<b>LIST OF TABLES .....</b>	<b>III</b>
<b>CHAPTER 1 INTRODUCTION .....</b>	<b>1</b>
<i>Background.....</i>	<i>2</i>
<i>Purpose of This Study.....</i>	<i>3</i>
<i>Organization of the Paper .....</i>	<i>4</i>
<b>CHAPTER 2 LITERATURE REVIEW.....</b>	<b>6</b>
<i>What is Community Strategic Visioning? .....</i>	<i>6</i>
<i>Why is Community Strategic Visioning Necessary? .....</i>	<i>9</i>
<i>Measuring the Success of Community Strategic Visioning Programs .....</i>	<i>10</i>
<i>The Need for Community Strategic Visioning in Rural Areas.....</i>	<i>14</i>
<i>Summary.....</i>	<i>16</i>
<b>CHAPTER 3 METHODOLOGY .....</b>	<b>18</b>
<i>Oregon Progress Board Benchmarks.....</i>	<i>19</i>
<i>Internet Based Survey &amp; Telephone Interviews.....</i>	<i>21</i>
<i>Tillamook County Futures Council Telephone Interviews.....</i>	<i>23</i>
<i>Data Limitations .....</i>	<i>24</i>
<b>CHAPTER 4 COUNTY PROFILES .....</b>	<b>25</b>
<i>Population &amp; Demographics .....</i>	<i>25</i>
<i>Economy.....</i>	<i>30</i>
<i>Summary.....</i>	<i>31</i>
<b>CHAPTER 5 FINDINGS .....</b>	<b>32</b>
<b>OREGON PROGRESS BOARD BENCHMARKS .....</b>	<b>32</b>
<i>Summary of Benchmark Findings.....</i>	<i>48</i>
<b>TELEPHONE INTERVIEW AND SURVEY RESULTS.....</b>	<b>50</b>
<i>Section 1: A little about yourself .....</i>	<i>50</i>
<i>Section 2: Questions about Tillamook or Clatsop County.....</i>	<i>51</i>
<i>The Oregon Progress Board.....</i>	<i>54</i>
<i>The Tillamook County Vision (for Tillamook County residents only).....</i>	<i>57</i>
<i>Vision Processes in General.....</i>	<i>58</i>
<i>Summary of Interview and Survey Findings.....</i>	<i>59</i>
<b>CHAPTER 6 CONCLUSIONS AND IMPLICATIONS.....</b>	<b>61</b>
<i>Discussion and Implication of Findings .....</i>	<i>62</i>
<i>Recommendations .....</i>	<i>65</i>
<i>Questions for Further Research .....</i>	<i>69</i>
<b>REFERENCES.....</b>	<b>71</b>

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**APPENDIX A ALL OREGON PROGRESS BOARD COUNTY-LEVEL BENCHMARKS**  
..... 73

**APPENDIX B SURVEY AND INTERVIEW INSTRUMENTS** ..... 102

*Survey Email Script* ..... 102

*Survey Questions* ..... 103

*Interview Questions* ..... 107

*Tillamook County Futures Council Interview Questions* ..... 112

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# Table of Figures

Figure 2.1 The Oregon Model of Community Visioning .....	8
Figure 3.1: Oregon Shines Vision, Goals and Benchmark Topic Areas .....	20
Figure 4.1a and b Tillamook and Clatsop County Population Change 1970-2000 .....	26
Figure 4.2 Tillamook County Population Dispersion.....	27
Figure 4.3 Clatsop County Population Dispersion.....	27
Figure 4.4 Population 65 Years Old and Over.....	28
Figure 4.5 Occupied vs. Vacant Housing Units.....	29
Figure BM-4: Net Job Growth (Loss) per 1,000 Population .....	34
Figure BM-11: Per Capita Personal Income as a Percent of the U.S. per Capita Income (U.S. = 100%) .....	35
Figure BM-12: Average Annual Payroll per Covered Worker (2004 Dollars) .....	36
Figure BM-15: Unemployment Rate as a Percent of U.S. Unemployment Rate .....	37
Figure BM-20a and b: Established Skills in Reading and Math.....	38
Figure BM-22: High School Dropout Rate.....	39
Figure BM-39: Pregnancy Rate per 1,000 Females Ages 10-17 .....	40
Figure BM-49a: Percent of 8 <sup>th</sup> Grade Students Who Report Using Alcohol in the Previous 30 Days .....	41
Figure BM-49b: Percent of 8 <sup>th</sup> Grade Students Who Report Using Illicit Drugs in the Previous 30 Days .....	41
Figure BM-49c: Percent of 8 <sup>th</sup> Grade Students Who Report Using Cigarettes in the Previous 30 Days .....	41
Figure BM-53: Percent of Oregonians with Incomes Below 100% of the Federal Poverty Level .....	43
Figure BM-62a: Juvenile Arrests for Crimes against Persons per 1,000 Juveniles .....	44
Figure BM-62b: Juvenile Arrests for Property Crimes per 1,000 Juveniles.....	44
Figure BM-73: Percent of Households that are Owner Occupied .....	45
Figure BM-74a: Owners below Median Income Spending More than 30% on Housing.....	46
Figure BM-74b: Renters below Median Income Spending More than 30% on Housing.....	46
Figure BM-83: Pounds of Oregon Municipal Solid Waste Landfilled or Incinerated Per Capita	47
Figure 5.1 Residency Distributions of Tillamook & Clatsop Counties .....	52
Figure 5.2 Importance of Issues to County Residents .....	53
Figure 5.3 Have you heard of the Oregon Progress Board? .....	54

Figure 5.4 Do you pay attention to the county benchmarks released by the Oregon Progress Board? ..... 55

Figure 5.5 Do you use the Oregon Progress Board benchmarks to guide decision making within your organization? ..... 55

Figure 5.6 In your opinion, should the County Commissioners use the Oregon Progress Board benchmark data to guide their decision making? ..... 56

Figure 5.7 On a scale of 1 to 5, how much do the County Commissioners use the OPB benchmarks to guide their decision making? ..... 56

Figure 5.8 In your opinion, should the vision be used to guide the decision making of the County Commissioners? ..... 57

Figure 5.9 On a scale of 1 to 5, with 1 being most and 5 being least, how much do the County Commissioners use the vision to guide their decision making? ..... 57

Figure 5.10 How often have you or your organization referred to the vision since its creation in 1999? ..... 58

# List of Tables

Table 4.1 Top Ten Employers in Tillamook and Clatsop Counties.....	31
Table BM-4 Net Job Growth (Loss) per 1,000 Population.....	33
Table BM-11 Per Capita Personal Income as a Percent of the U.S. per Capita Income.....	35
Table BM-12 Average Annual Payroll per Covered Worker.....	36
Table BM-15 Oregon Unemployment Rate as a Percent of U.S. Unemployment Rate.....	37
Table BM-20 8 <sup>th</sup> Grade Students Who Achieve Established Skills in Reading and Math.....	37
Table BM-22 High School Dropout Rate.....	38
Table BM-39 Pregnancy Rate per 1,000 Females Ages 10-17.....	39
Table BM-49 Percent of 8 <sup>th</sup> Grade Students Who Report Using Cigarettes, Alcohol or Illicit Drugs in the Previous 30 Days.....	40
Table BM-53 Percent With Incomes Below 100% of the Federal Poverty Level.....	41
Table BM-62 Juvenile Arrests per 1,000 Juveniles.....	42
Table BM-73 Percent of Households that are Owner Occupied.....	44
Table BM-74 Renters or Owners below Median Income Spending More Than 30% of Income for Housing.....	45
Table BM-83 Pounds of Oregon Municipal Solid Waste Landfilled or Incinerated per Capita...46	

# Chapter 1

## Introduction

Community strategic visioning programs are becoming more and more popular with counties and communities across the nation. Most programs are participatory in nature and include a great deal of public involvement in setting the priorities of the vision plan. The completed plan generally includes a vision for the future along with goals, strategies, and benchmarks to get there and measure progress. According to Walzer, “The ultimate aim of strategic visioning exercises is to help local officials and/or community leaders set a vision for their community and create action plans to reach agreed upon objectives” (1996). Vision plans provide communities with a “roadmap” for the future and help plan for future growth. They are also often used to allocate resources according to community values.

This project examines the impacts that a county-wide vision plan has had in its county on decision making and trends. My first hypothesis was that if the county vision plan was acknowledged and used by leaders within the county, it would have a positive effect on trends within the county. Secondly, and tied in with the first hypothesis, is that in order for the vision to be truly effective it would have to be embraced by county leaders and used to guide decision making for the county. I tested these hypotheses using two methods: a comparison of data for thirteen benchmarks between the county with a vision plan and a county without; and an online survey and telephone interviews targeting leaders in both counties to determine attitudes and perceptions of the vision plan and its impacts upon decision making.



I found that the vision plan is only used sometimes to guide the decision making of the leaders who responded. Coupled with that, leaders perceived that the vision was only used sometimes to guide the County Commissioners' decision making. Surprisingly, I did find that organizations and agencies were using the vision plan to aid in funding decisions, goal setting, and service offering. Because organizations are often closer to the issues and can influence more tangible outcomes, this probably led to my other finding that the county with the vision plan is faring better on benchmark trends than the other county without a vision plan. To sum up, the vision is not being used by government leaders to aid in decision making, but is being used by organizational leaders to guide decision making and operations.

## **Background**

The state of Oregon has been a visionary in futures planning ever since their own 1989 statewide vision, *Oregon Shines*, and the creation of the Oregon Progress Board in 1990 to monitor progress toward the vision through the use of benchmarks. Several counties and communities within Oregon have followed in its path, including Tillamook County, the basis for this study. Tillamook County even uses 13 of Oregon's benchmarks to measure progress toward the goals in its plan and has created 21 other benchmarks to measure progress that aren't included in the Oregon Progress Board's data.

The Tillamook County plan began in 1997 when the Tillamook County Commissioners appointed a 12 member Futures Council to create and guide the Tillamook County vision. The Commissioners wanted the Futures Council to "develop a long range vision for the county through broad-based citizen input representing the various geographic regions and full range of interests that exist within the county"

(TCFC 2000). With this in mind, the Futures Council contracted with Community Planning Workshop (CPW) at the University of Oregon to facilitate a comprehensive public process that grew to include 17 focus groups, a household survey, and a series of public meetings. The process yielded a vision that was broken down into four separate sections:

- Growth & Development
- Natural Environment
- Economy
- Society & Culture

Each section has its own goals with strategies and benchmarks to measure the county's progress.

The impetus for this study grew out of working for CPW on an update of the Tillamook County vision plan benchmarks in February and March of 2006. The Tillamook County Futures Council contracted CPW to conduct research and update the benchmarks, as well as provide a process for the Futures Council to update the vision. At the time of this latest benchmark update, Tillamook County's vision had been in place for eight years. Since the vision had been in place for so many years, and ostensibly was still supported by the County Commissioners, I wanted to know what, if any, long term impacts the vision had had within the county.

## **Purpose of This Study**

The purpose of this study is to examine the impacts that the Tillamook County vision has had within the county. My research questions are: Do leaders within Tillamook County use the vision plan to guide their decision making for the county?

Has the vision plan had an effect on trends in the county over the past decade? And, do Clatsop County leaders use the Oregon Progress Board benchmarks to guide their decision making since they do not have their own county-wide vision plan?

This research is important for several reasons. First, community strategic visioning processes take a lot of time, effort, and money. They take a great deal of community support and buy-in, as well as a strong coordinating committee that is committed to the process. This study will help determine leaders' perceptions of vision processes and plans and whether they are necessary and effective for counties and communities. Second, it's important that the public feels that they have a say in decision making in order for decisions to be truly legitimate and understood. Since a vision plan at its heart is based on public opinion, it should then be used to guide decision making within the county. And third, not a lot is known about the long-term impacts or efficacy of a county-wide vision plan. Community strategic visioning really only became popular in the last two or three decades. That means that long-term impacts of plans are only now beginning to be studied. This project aims to add to that body of knowledge.

## **Organization of the Paper**

The remainder of the paper is organized into five chapters and two appendices.

- **Chapter 2: Literature Review** discusses community strategic visioning programs, ways to measure their success, and the need for community strategic visioning in rural areas.

- **Chapter 3: Methodology** describes the methods I used to conduct this research. This chapter includes a discussion of the Oregon Progress Board benchmarks as well as my survey and interview methodology and questions.
- **Chapter 4: County Profiles** describes the population, demographics, and economics of Tillamook and Clatsop Counties.
- **Chapter 5: Findings** presents the results of my data analysis. The chapter begins with results of the comparison of the Oregon Progress Board benchmarks that are found within the Tillamook County vision plan. The rest of the chapter discusses results from my online survey and telephone interviews.
- **Chapter 6: Conclusions & Implications** discusses my conclusions based on the data analysis from Chapter 5. This chapter also presents recommendations to both counties as well as questions for future research.
- **Appendix A: All Oregon Progress Board County-Level Benchmarks**
- **Appendix B: Survey & Interview Questions**

# Chapter 2

## Literature Review

Strategic visioning programs have steadily gained popularity in the last three decades and many states, counties and communities have jumped on the bandwagon of creating their own vision for the future. While there is an ample body of literature that discusses how to conduct community visioning/strategic planning efforts and what the essential components should be for success, there is little literature that evaluates the long-term outcomes after the vision plan is complete. As Gary Green and Steven Deller say, “there are few attempts to assess community change relative to similar places” (Walzer et. al 1996). This study aims to add to that body of research by examining the long-term impacts of a county-wide vision plan on decision making and trends within the county by doing a comparative study with a neighboring county.

### **What is Community Strategic Visioning?**

The idea of strategic planning comes primarily from businesses and organizations, which use it to assess their operating environments and set goals (Ames 1993). During the 1980s, local governments co-opted many of the methods used in traditional strategic planning, adapted them for use in planning and combined them with long-range futures planning for their communities (Ayres, Walzer et. al. 1996; Ames 1993). The entire process became more commonly known as “visioning” in the 1990s (Ames 1993). The 1990s brought several publications designed to assist communities with their own vision plans, including: the *Take Charge* manual for community strategic planning by the North Central Regional Center for Rural Development in 1990; *A Guide to*

*Community Visioning* by the Oregon Visions Project in 1993; and *The Community Visioning and Strategic Planning Handbook* by the National Civic League in 1996.

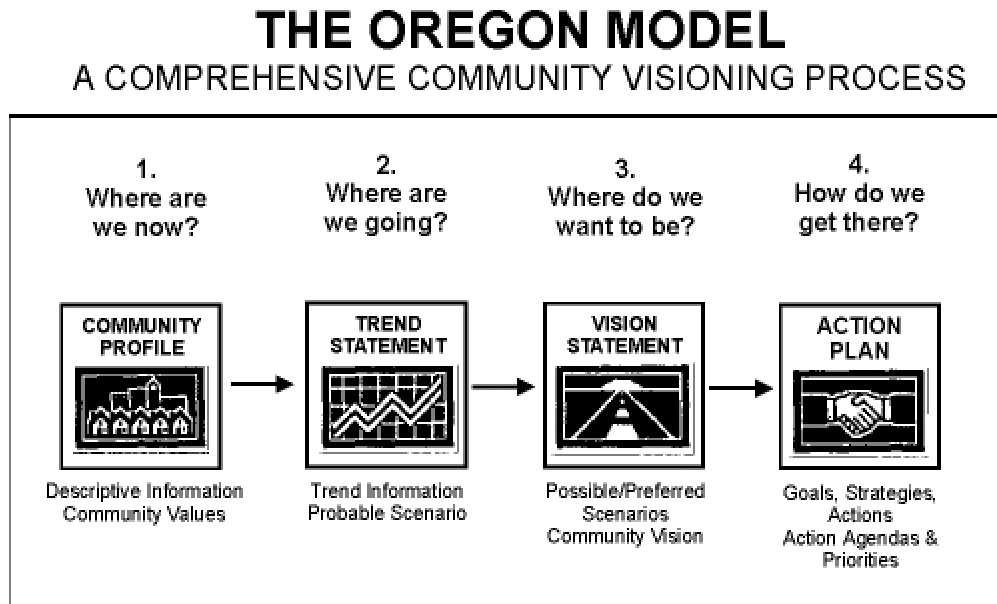
Visioning is defined by the Oregon Visions Project as “a process by which a community envisions the future it wants, and plans how to achieve it” (1993). Oregon has been a leader in visioning since 1989, with the completion of a comprehensive visioning process in Corvallis, as well as creation of the statewide vision *Oregon Shines* (*Planning* 1997, OEDD 1989). The “Oregon Model” of vision planning contains four main steps (Ames 1993):

1. Profiling the Community – Identify the characteristics of the local area, such as geography, natural resource base, population, demographics, major employers, labor force, political and community institutions, housing, transportation, educational resources, and cultural and recreational resources through research and data collection, compilation and analysis.
2. Analyzing the Trends – Analyze research to determine current and projected trends and their potential impacts on the community. Develop a “probable scenario” to describe what the community will look like in the future on its current course.
3. Creating the Vision – Based on identified community values, develop a “preferred scenario” to describe what the community might look like if new responses to identified trends are set into action.

4. Developing an Action Plan– The action plan can be created once the vision has been developed and should be as specific as possible, including steps to be taken, assignment of responsibilities and timelines.

The Oregon Model is often shown as a diagram as well:

**Figure 2.1 The Oregon Model of Community Visioning**



Source: Steven Ames, Oregon Visions Project

Visioning plans are generally built around community values and input and are highly collaborative in nature. There are many methods that may be included in the public participation process, including focus groups, surveys, open house meetings and workshops. Program facilitators may choose to use computer technology such as GIS to illustrate how different growth scenarios might look. The key to community strategic visioning is the public process and the fact that the values of the citizens are being used to plan for the future of their community (NCL 1996, Ames 1993).

## Why is Community Strategic Visioning Necessary?

As Norman Walzer states in his 1996 book, *Community Strategic Visioning*

*Programs*: “The ultimate aim of strategic visioning exercises is to help local officials and/or community leaders set a vision for their community and create action plans to reach agreed upon objectives.” By knowing what citizens value and desire for the future, decision makers can wisely allocate their resources. For example, as rapid growth occurs in many areas, the communities that have strategic vision plans in place will be more prepared to deal with the needs and challenges that accompany it because they will have already thought about future needs. The same could be said for economic diversification, environmental needs, and sustainable development – all things that could be planned out well ahead of time with a solid strategic vision plan.

Many communities are also turning to strategic visioning programs out of necessity. Christopher T. Gates, the National Civic League President in 1996, wrote that, “There will be fewer and fewer public sector dollars available to deal with the critical issues facing our society” (NCL 1996). Local communities must now engage in collaboration between the public, private, and non-profit sectors and have broad public participation in order to determine priorities and allocate scarce resources (Ayres, Walzer et. al. 1996; NCL 1996). A strategic vision plan can help communities guide their decision making based on the current and future needs and wants of the community and its citizens. It also allows leaders to build off of the current strengths to find new roles for the community even if they do not yet have the necessary resources (Walzer 1996).



## Measuring the Success of Community Strategic Visioning Programs

According to Green and Deller, “There is a growing need for organizations, institutions, and agencies to be able to monitor, measure, and demonstrate the success of their community strategic visioning programs” (Walzer et. al. 1996). This statement inarguably applies to states, counties and communities that undertake visioning programs as well. The problem comes from defining the “success” of the community strategic visioning program or plan. Some communities may consider it a success if they get enhanced public participation in the process, while others define success in terms of having tangible outcomes from strategies identified in the plan. Green and Deller discuss several methods for evaluating the success of a strategic visioning process. The methods range from short-term to long-term and include:

- Analyzing immediate participant feedback – “Does the program help the community craft common goals and organize to pursue them?”
- Track progress toward group goals – “Over time, do communities in fact make progress toward the goals they set?”
- Track changes in social and economic conditions in the area – “Does successful completion of these goals lead to the kinds of fundamental change that communities target?”

As discussed above, measuring the success of a community strategic visioning program is a tricky and variable thing. Success means different things to different communities, along with the complicating factors of outside variables that influence change in communities outside of the visioning process. Green and Deller stress the “distinction between the success of a strategic visioning program and the success of the

community in its efforts to cause change” (Walzer et. al. 1996). For example, a community might have a strong local coordinating committee (one of Michael Wood’s preconditions for success), lots of public participation in various activities, and a well-written plan; however, if the plan does not have broad community support and organizations that are willing to be partners to complete strategies toward the goals, the plan will not ultimately work. In a case such as this, the plan may have been successful while the community was not.

According to Flora, Flora, and Fey, there are both “communities of place and communities of interest” (Flora et. al. 2004). Communities of place are where citizens are actively engaged in the processes of the community because they live there, where communities of interest are often formed around a common goal. This idea is framed another way as well, as development “of” community versus development “in” community (Green & Deller, Walzer et. al. 1996). For many strategic visioning processes, the emphasis is on both types. Community is developed through participation in the process, while development of community is fostered through the goals, strategies and benchmarks developed in the plan that can demonstrate success in different areas. As the *Oregon Vision Project* reminds us, “Visioning is, by nature, community based” (1993).

Successful communities (that attain stated goals) exhibit three main characteristics: (1) Leadership that is strong and involved; (2) Strong cooperation across county organizations and the private sector; and (3) strong commitments of key staff members within involved agencies. Leadership is often emphasized as the key ingredient for a plan to be implemented (Woods, Walzer 1996; John, Batie, and Norris 1988). If leaders

are willing to provide follow through, the plan will not simply sit on a shelf but will instead become an active community document. Involved and excited leaders are also more able to keep the community engaged and ensure community buy-in to the plan's goals, objectives and strategies.

According to Woods, another important precondition for success includes having a local coordinating committee with wide community representation to oversee the process (Walzer et. al. 1996). By having a committee made up of diverse stakeholders drawn from throughout the community, the process is inherently more legitimate and encourages participation of a broader group of residents. The community visioning handbooks, *A Guide to Community Visioning* by the Oregon Visions Project in 1993 and *The Community Visioning and Strategic Planning Handbook* by the National Civic League in 1996, both emphasize the importance of community buy-in to the process to make it meaningful and relevant to the public (NCL 1996, Ames 1993).

Many community strategic visioning programs have common elements of success. The elements identified by Walzer (1996) include:

- Clear Understanding of Process – Community leaders and participants alike must understand the workings and the limitations of the process. This may be accomplished by orientation meetings with program facilitators, and also by conducting a process that fits in with the community's needs and assets.
- Well-Balanced Coordinating Team – The team should be broad based and include members from all business sectors, as well as other demographics including retirees, youth, and others. Members must be dedicated to the process and be willing to provide long-term follow through.

- Program Delivery – The way the strategic visioning project is delivered to the community is important, as is deciding on the amount and the inclusiveness of public participation in the plan. Many facilitators say that it is most important to address the following three issues: (1) Where has the community been? (2) Where does the community want to be? (3) How will the community get there? The first question can be answered by the program committee or facilitators using data analysis and presented to the public for discussion of the second two questions.
- Solid and Meaningful Action Plan – The action plan should clearly detail projects and actions the community wants or needs to take to achieve the goals within the plan. A timeline and rationale should also be included, as well as partners and funding sources that are available to complete the actions.
- Continuing Support – Program facilitators should follow-up with community leaders on a continual basis to keep the plan moving.
- Access to Available Resources – A benefit of the collaborative nature of strategic visioning processes is increased awareness of and access to available resources, whether they be governmental or agency based.
- Ongoing Evaluation – Program evaluation is difficult because outcomes may not be apparent for a long time. In many cases, programs can be continuously evaluated on the extent to which the goals, objectives and actions of the plan are accomplished.

Community strategic visioning plans are a huge investment of time, financial and social capital, but can be very beneficial for the communities that complete them. Some elements are easier than others, and for most, the most difficult part of these plans is the ongoing evaluation aspect due to the long-term nature of the plans (Walzer et. al. 1996).

## **The Need for Community Strategic Visioning in Rural Areas**

Many rural counties experienced adverse conditions in terms of population loss and economic changes during the 1980s, prompting them to take another look at their economic development strategies and the future of their communities (Walzer et. al. 1996, 1995; Galston & Baehler 1995). Walzer (1995) lists five major trends that primarily affected rural economic development in the 1980s, including:

1. significant out-migration and population declines in remote rural areas
2. rapid population increases in urban areas and adjacent rural areas
3. slow growing or declining employment/industrial base
4. shifts to lower-paying service and production jobs in many rural areas with resulting lags in income growth
5. regionalization of shopping facilities

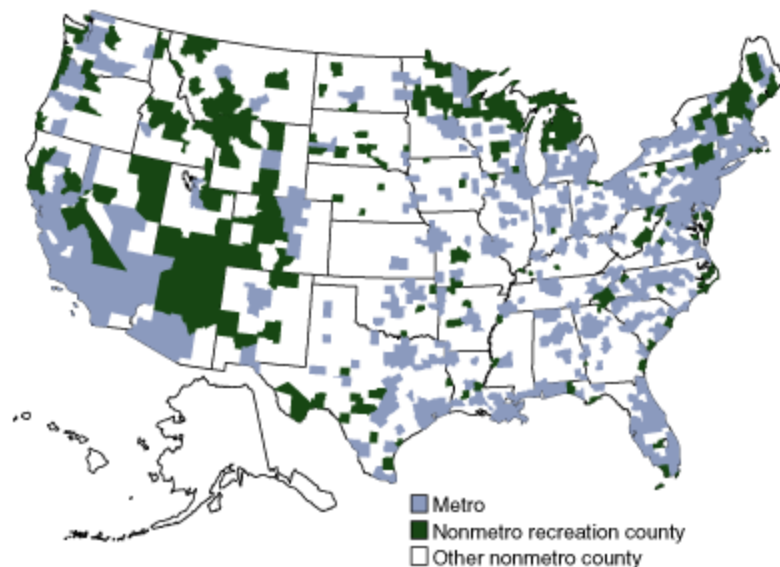
Strategic visioning offered rural communities a different approach to meet these demands as they headed into the 1990s by forcing communities to assess their strengths and weaknesses and build off of them.

After the economic bust of the 1980s, the 1990s brought unprecedented growth to many rural areas that were amenity rich. Galston and Baehler say, “The kind of natural characteristics regarded as ‘amenity values’ by retirees, vacationers, and certain businesses have emerged as the chief new source of rural comparative advantage”

(1995). This rediscovery of rural areas has, of course, led to an increase in the permanent retiree population and the number of second-homes being built (Johnson & Beale 2002). These amenity rich areas are also classified as rural or nonmetropolitan “recreation counties” by the USDA Economic Research Service (ERS) (2005). The categories and number of nonmetropolitan recreation counties include:

- Midwest Lake and Second Home – 70 counties
- Northeast Mountain, Lake, and Second Home – 19 counties
- Coastal Ocean Resort – 35 counties
- Reservoir Lake – 27 counties
- Ski Resort – 20 counties
- Other Mountain (with Ski Resorts) – 17 counties
- West Mountain (excluding Ski Resorts and National Parks) – 46 counties
- South Appalachian Mountain Resort – 17 counties
- Casino – 21 counties
- National Park – 18 counties
- Miscellaneous – 21 counties

Nonmetropolitan recreation counties are concentrated in the West, Upper Midwest, and Northeast, 2002



Note: Excludes counties in Alaska and Hawaii.

Source: Adapted from Calvin L. Beale and Kenneth M. Johnson, 2002, “Nonmetro Recreation Counties: Their Identification and Rapid Growth,” *Rural America*, Vol. 17, No. 4.

Source: Reeder & Brown, USDA Economic Research Service, 2005

In total, there are 311 rural or nonmetropolitan recreation counties (Johnson & Beale 2002; Reeder & Brown 2005). During the 1990s, these counties averaged three times the population growth of other nonmetropolitan counties and double the employment growth (Reeder & Brown 2005). The majority of the population growth in these counties was from net migration versus natural increase (Johnson & Beale 2002). The growth does not come without its problems however, and these counties and their communities must be prepared. Community strategic visioning is especially important in these cases, so that planning is proactive instead of reactive and growth is managed in ways envisioned by residents (Walzer 1996).

## Summary

Ultimately, community strategic visioning plans are important for communities to undertake as they look to the future so that they are more in control of their own destinies (Hansell 1996; Walzer 1996). The *Community Visioning and Strategic Planning Handbook* emphasizes the importance of this idea by saying, “Some communities allow the future to happen to them. Successful communities decide the future is something they can create” (1996). This is especially important in rural areas as they have the opportunity to manage their expected growth in ways that protect and conserve resources and align with the values and desires of the citizens. It is also important in other areas of planning as well, as it allows the public to be involved in saying what they want their community to look like in all aspects, including environmental protection, land use, economics, transportation, social factors, and more.

The literature demonstrates the importance of having a community strategic visioning plan to address all of these factors in communities so that they can be better managed for the future. There are also many authors that discuss necessary elements

for a strategic visioning plan to be successful and ways to measure success that range from short-term to long-term. This study aims to add to the literature by examining the role that a county-wide vision plan might play in affecting long-term decision making and trends within the county.



# Chapter 3

## Methodology

The purpose of this study is to determine the long-term outcomes of a county-wide vision plan on decision making and trends within Tillamook County. I used a case study approach to provide a comparative basis for my question and applied all parts of my methodology to both Tillamook and Clatsop counties. The reason for this comparison is that both counties are similar geographically, demographically, and economically, with the main differentiation being that Tillamook County has a long-term vision plan and Clatsop County does not. This comparison should enable me to determine whether Tillamook County's long-term vision plan has had an effect on decision making and trends within the county, or if trends are equally as strong in Clatsop County with no long-term vision plan in place.

The literature discusses the need to measure and demonstrate the success of community strategic visioning programs as well as methods for evaluation. Green and Deller's methods for evaluation range from short-term to long-term and include (Walzer et. al. 1996):

- Analyzing immediate participant feedback – “Does the program help the community craft common goals and organize to pursue them?”
- Track progress toward group goals – “Over time, do communities in fact make progress toward the goals they set?”

- Track changes in social and economic conditions in the area – “Does successful completion of these goals lead to the kinds of fundamental change that communities target?”

The second part of my research question, outcomes on county trends, can be answered by using the third method of evaluation proposed by Green and Deller – track changes in social and economic conditions in the area (Walzer et. al 1996). To do this, I will evaluate county level data provided by the Oregon Progress Board on the thirteen state benchmarks that are found within the Tillamook County plan for both Tillamook and Clatsop County as compared to Oregon. The benchmarks are organized into seven topic areas, including economic performance, education, civic involvement, social support, public safety, community development, and environment.

The final part of my question, outcomes on decision making within the county, can be answered through anecdotal evidence from members of the county leadership communities in both counties. In order to reach as many leaders as possible, I took a two-pronged approach that included both an internet based survey and telephone interviews. Questions were meant to determine whether leaders had ever heard of the Oregon Progress Board, the Tillamook County Futures Council, and/or the Tillamook County vision; and what impacts these entities might have had upon their own or others’ decision making.

## **Oregon Progress Board Benchmarks**

Former Governor Neil Goldschmidt called for the creation of the Oregon Progress Board in 1989 as he announced the creation of a new economic strategy for Oregon called *Oregon Shines*. He said, “The Oregon Progress Board will serve as the long-term

caretaker of Oregon’s strategic vision, identify key activities that need to be undertaken, and then measure progress over the next several decades.”<sup>1</sup> The Oregon Legislature established the Oregon Progress Board in 1989, which then created the Oregon Benchmarks in 1991 as measurable indicators of progress toward the goals contained within the *Oregon Shines* vision.

The Oregon Progress Board revised the benchmarks in 1997 with the help of the Governor’s Oregon Shines Task Force as part of updating Oregon’s strategic plan. There are currently 90 state benchmarks in the areas of economic performance, education, civic involvement, social support, public safety, community development, and environment as illustrated in Figure 3.1 below.

**Figure 3.1: Oregon Shines Vision, Goals and Benchmark Topic Areas**



Source: Oregon Progress Board

While many of the benchmarks consist of state-level data, the Oregon Progress Board provides county-level data in its biannual “County Data Books” for many of the benchmarks. This study uses data from the *2005 County Data Book* for its comparison of the thirteen benchmarks for Tillamook and Clatsop Counties, including:

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<sup>1</sup>Oregon Economic Development Department, *Oregon Shines: An Economic Strategy for the Pacific Century*, May 1989.

- #4 Net Job Growth or Loss
- #11 Per Capita Income as a percent of U.S. per capita income
- #12 Average Annual Payroll per Covered Worker
- #15 Unemployment Rate as a Percent of the U.S. Unemployment Rate
- #20 Percent of 8<sup>th</sup> Grade Students who Achieve Established Skills in Reading and Math
- #22 High School Dropout Rate
- #39 Pregnancy Rate per 1,000 Females Ages 10-17
- #49 Percent of 8<sup>th</sup> Grade Students Who Report Using Alcohol, Illicit Drugs or Cigarettes in the Previous 30 Days
- #53 Percent of Oregonians with Incomes below 100% of the Federal Poverty Level
- #62 Juvenile Arrests for Person and Property Crimes per 1,000 Juveniles per Year
- #73 Percent of Households that are Owner Occupied
- #74 Percent of Renters and Owners below Median Income Spending More Than 30% of Income for Housing
- #83 Pounds of Municipal Solid Waste Landfilled or Incinerated per Capita

All benchmarks were used to evaluate the performance of Tillamook County and Clatsop County in these areas over the past decade. A full comparison for both counties using all twenty-seven of the Oregon Progress Board benchmarks that have county-level data is located in Appendix A.

## **Internet Based Survey & Telephone Interviews**

In order to reach as many of the county leadership community as possible, I created an internet based survey using the website [www.surveymonkey.com](http://www.surveymonkey.com). I emailed an invitation letter to a total of 110 people identified as leaders in either Tillamook and Clatsop Counties on May 10, 2006 and a reminder invitation email on May 16, 2006. The survey was open online until May 19, 2006.

In addition, I completed telephone interviews with eight people—four in each county—that I did not have email addresses for to send an email invitation to complete the online survey. The interviews were conducted using the same questions as the online survey and were completed from May 15, 2006 through May 19, 2006. Interview participants included current and former mayors, city councilors and county commissioners, and a regional area manager for a government agency.

The list of people identified as leaders in Tillamook and Clatsop Counties and their contact information originated from Shirley Kalkhoven, President of the Tillamook County Futures Council. Shirley composed the list based on people she knew or perceived to be either current or past leaders in either county. I added several names to the list of current city councilors, city managers, public works directors, and mayors of the communities within Tillamook and Clatsop Counties. Overall, the list was composed of several demographics of people, including:

- Former and current mayors, city managers, city councilors, and others involved with city governments
- Former and current county commissioners, county managers, and others involved with county government
- Local business owners and long-time employees of local businesses
- Members of various committees, such as the county budget committee, the Lewis and Clark Celebration committee, and parks committees
- Heads of the local Chambers of Commerce, principals and superintendents in all three school districts, and employees of local and county-level agencies

Out of the original 110 invitations I sent out, 35 people completed the online survey for a response rate of 32%.

Survey questions were meant to determine participant's knowledge of the Oregon Progress Board, the Tillamook County Futures Council, and/or the Tillamook County vision and their impacts upon their own or their organization's decision making.

Questions also asked whether the benchmarks contained in either the Oregon Progress Board or the Tillamook County vision should guide the County Commissioners in their decision making, and whether or not it was necessary for counties and communities to have vision plans for the future. A full transcript of survey questions can be found in Appendix B.

### **Tillamook County Futures Council Telephone Interviews**

For purposes of this study, I am also using interview data gained from interviews with all current members and community advisors of the Tillamook County Futures Council as part of the benchmark update Community Planning Workshop completed for the Council in March 2006. Relevant questions include:

- On a scale of 1 to 5, with 1 being most and 5 being least, how effective has the vision been on guiding the County Commissioners in decision making?
- How effective has the vision been on guiding decision making within the local governments of Tillamook County?
- In your opinion, has the vision guided decision making in any local or county level organization?
- How have conditions changed within the county over the past decade that are relevant to the vision?

Because these questions relate to decision making within the county, they are especially pertinent to my study.

## **Data Limitations**

The data limitations of my study concern the Oregon Progress Board benchmarks.

While the benchmarks are a great tool for comparing the counties' progress in the benchmark categories relative to each other, I cannot say for certain what external factors might have influenced a county's outcomes. It is very difficult to identify causal factors that influence each benchmark as they may be tied to a combination of things, including federal, state or county financial decisions, political will, changing priorities, changing population demographics or myriad other things that may affect the data trends. Therefore, while I may be able to draw conclusions based on the counties' comparative progress, I cannot say for certain whether Tillamook County's having a vision plan is or was the impetus for change in any of the categories.

# Chapter 4

## County Profiles

Tillamook County and Clatsop County were chosen for comparative purposes because they are similar geographically, demographically, and economically. Both share a similar proximity to the Portland Metropolitan Area, a distance of approximately 70 to 100 miles, or 1 ½ to 2 hours of driving time. Thus, both counties utilize tourism as an economic development strategy along with natural resources, farming, and fishing; and are both experiencing associated growth from retirees as well as vacation and second-home construction.

This chapter discusses the population, demographics, and economics of the two counties. While there are many similarities in those categories between the two counties, much of their difference comes from their different forms of county governance. Clatsop County is a “home rule” county with five County Commissioners and a county manager and Tillamook County is under the more traditional Oregon system with three County Commissioners.

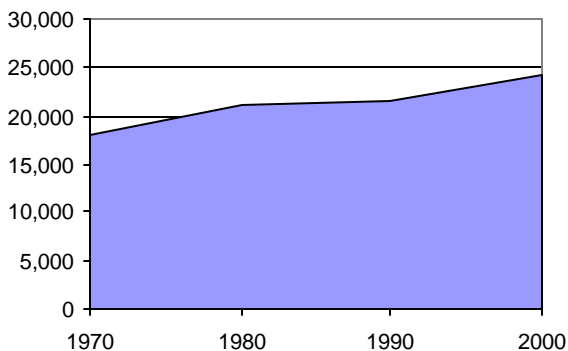
### **Population & Demographics**

Many rural counties experienced adverse conditions in terms of population loss and economic changes during the 1980s (Walzer et. al. 2004, 1996, Galston & Baehler 1995). Tillamook and Clatsop counties are no different. Both counties had a net population growth of only 2% in the decade from 1980-1990, compared to 17% growth for Tillamook County and 14% growth for Clatsop County in the previous decade of 1970-1980.



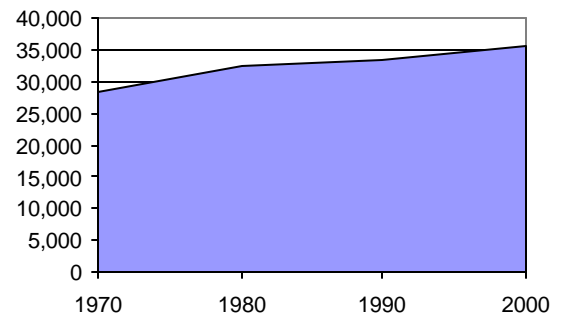
As of July 1, 2005, Tillamook County's estimated population was 25,205. That is a 943 person, or 3.9%, increase from its 2000 population of 24,262. Clatsop County's population increased at a slightly lower rate from 2000 to 2005, with an increase of 2.8%, or 972 people, to be 36,640 on July 1, 2005. Out of that 5-year period, over 95% of the population increase in both counties can be attributed to net migration from other areas versus natural increase from births and deaths. Figures 4.1a and 4.1b illustrate the population change in both counties over the decades from 1970 to 2000. Overall, Tillamook County has seen a growth rate of 35% over the three decades with 12% of the growth in the most recent decade from 1990-2000. Clatsop County's population has increased more steadily over time, and grew by 25% over the three decades.

**Figure 4.1a Tillamook County Population Change 1970-2000**



Source: Oregon Blue Book

**Figure 4.1b Clatsop County Population Change 1970-2000**

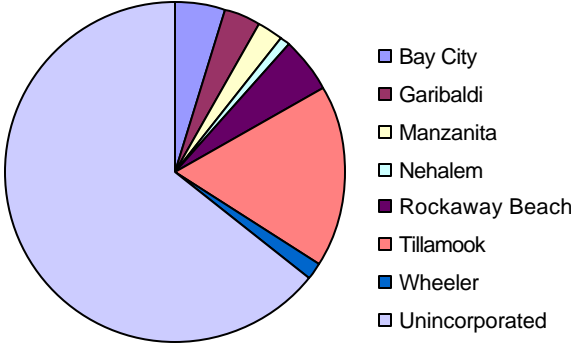


Source: Oregon Blue Book

Tillamook County has seven incorporated cities: Bay City, Garibaldi, Manzanita, Nehalem, Rockaway Beach, Tillamook and Wheeler; along with eight unincorporated areas: Pacific City, Cloverdale, Beaver, Hebo, Neskowin, Oceanside, Netarts and Cape Meares. The largest city in Tillamook County is Tillamook with 4,300 residents,

followed by Rockaway Beach with 1,345 residents. Sixty-four percent of the county’s population is found in the unincorporated areas, as illustrated by Figure 4.2.

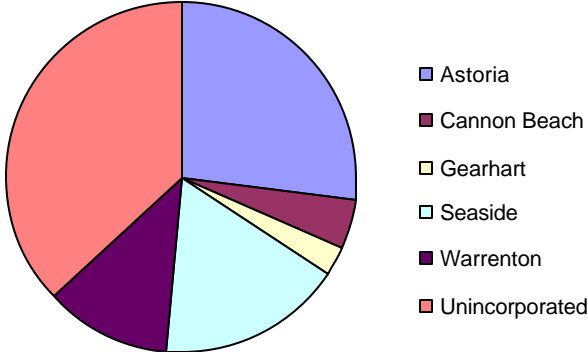
**Figure 4.2 Tillamook County Population Dispersion (2005)**



Source: Portland State University Population Research Center

Clatsop County has only five incorporated cities, including: Astoria, Cannon Beach, Gearhart, Seaside, and Warrenton. The largest city is the county seat, Astoria, with 9,910 residents; followed by Seaside with 6,165 residents. Almost all of Clatsop County’s cities are bigger than those in Tillamook County which may explain why only 40% of Clatsop County’s residents live in unincorporated areas. Figure 4.3 illustrates the population dispersion in Clatsop County.

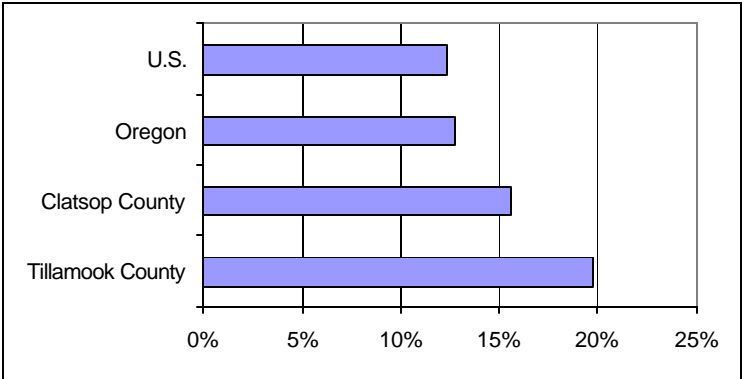
**Figure 4.3 Clatsop County Population Dispersion (2005)**



Source: Portland State University Population Research Center

Anecdotal evidence suggests that the coastal population is getting older as more retirees move into the area. Census data supports this notion and proves that both Tillamook and Clatsop Counties have a larger percentage of the 65 and older population demographic than both Oregon and the United States. Figure 4.4 illustrates that both counties have a higher percentage of residents aged over 65, with Tillamook County having almost 20% of its population being of retirement age.

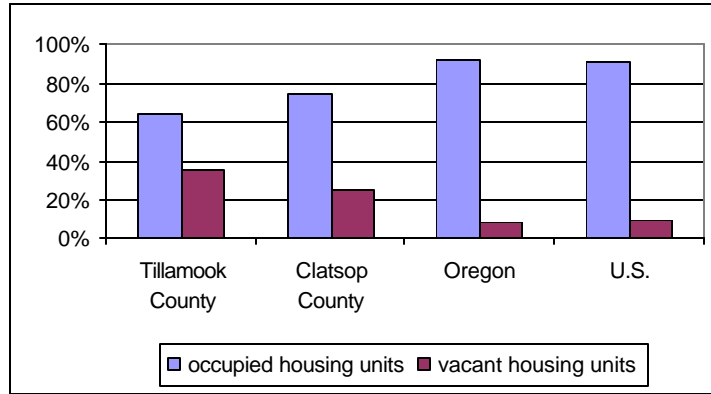
**Figure 4.4 Population 65 Years Old and Over (2000)**



Source: U.S. Census Bureau

Because 65 is around the age that many people are thinking about retirement, it is not surprising that evidence suggests a huge trend in people buying second homes on the coast in anticipation of moving out there upon retirement. Anecdotal evidence from surveys and interviews with coastal residents often brought up this point as one of the biggest changes over the past decade in both counties. Figure 4.5 below shows the discrepancy of occupied versus vacant housing on the coast as compared to Oregon and the nation. Both coastal counties have a lower rate of occupied housing and a higher rate of vacant housing as compared to Oregon and the U.S.

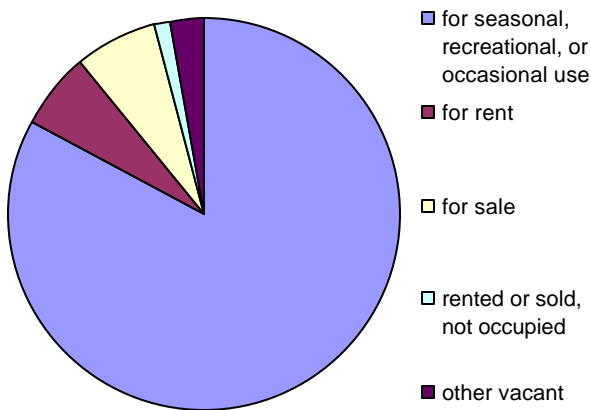
**Figure 4.5 Occupied vs. Vacant Housing Units (2000)**



Source: U.S. Census Bureau

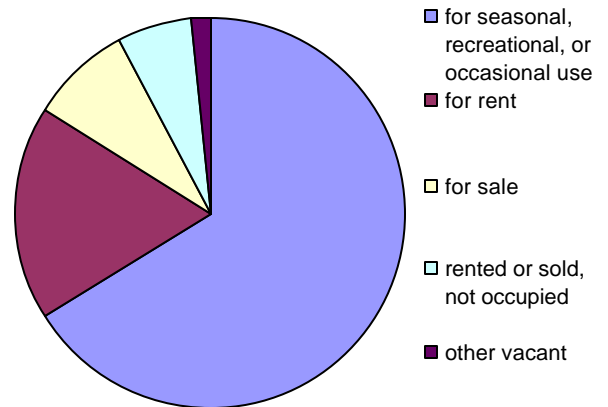
Perhaps the most telling sign that retirees and other permanent vacationers are moving in on the coastal counties is the number of vacant units that are identified as being used for seasonal, recreational, or occasional use. This is illustrated by Figures 4.6a and 4.6b below.

**Figure 4.6a Tillamook County Vacancies (2000)**



Source: U.S. Census

**Figure 4.6b Clatsop County Vacancies (2000)**



Source: U.S. Census

As of 2000, Tillamook County had over 5,700 vacant units. Out of those, only 6% were meant to be rental units while 83% were used for seasonal, recreational, or occasional use. Clatsop County has 18% of its vacant units used for rentals and a still large 66% used for seasonal, recreational, or occasional use.

## Economy

The economies of both counties have historically been dependent upon the rich natural resources of the area as well as on the dairy and fishing industries. In recent years, their economies have diversified to include more of an emphasis on tourism as more and more people flock to the counties. Table 4.1 lists the top ten employers within each county.

**Table 4.1 Top Ten Employers in Tillamook and Clatsop Counties (2005)**

Major Employers in Tillamook & Clatsop Counties			
Tillamook County		Clatsop County	
Tillamook County Creamery Association	570	Georgia-Pacific	1038
Tillamook County General Hospital	325	State Agencies	430
Tillamook Country Smoker	300	U.S. Coast Guard	391
Tillamook County	275	Astoria School District	249
Tillamook School District #9	264	Steve Martin Management	240
Fred Meyer	210	Columbia Memorial Hospital	240
Tillamook Lumber Co.	190	Clatsop County	224
Neah-Kah-Nie School District	130	Fred Meyer	220
Fallon Logging	130	Seaside School District	187
Stimson Lumber Co.	120	Safeway	180

Source: Tillamook County Almanac, 2005-2006 Edition; Clatsop County Community Profile, 2005

Tillamook County has around 5% less of its population aged 16 and over in the labor force than Clatsop County, the state, or the nation. This may be due to the fact of its higher than average percentage of residents aged 65 and older that may be retired. Clatsop County, Oregon, and the U.S. all average around 64% of their residents in the work force while Tillamook County has only 59% of its residents working. The median household incomes in the two coastal counties are lower than for Oregon and the U.S. by around \$5,000. This may change in the future as both counties continue to diversify their economies away from natural resources and better manage their tourist industries.

## Summary

Tillamook County and Clatsop County are very similar geographically, demographically, and economically. Census and population data indicate that both counties are experiencing an increase in tourism and its associated affects, such as second home and vacation home building. The population is aging in both counties as compared to the state and the nation, leaving fewer workers in the work force in the case of Tillamook County. Incomes in both counties are lower than the state average, which may be partly due to a loss of better-paying natural resource and fishing related jobs that gave way to lower paying service industry and tourism related jobs.

# Chapter 5

## Findings

This chapter discusses the findings from the Oregon Progress Board benchmarks comparison, the Internet survey and the telephone interviews. Several overall themes occurred throughout analysis of the three research methods: (1) Tillamook County is faring better than Clatsop County overall on most of the Oregon Progress Board benchmarks that are contained within the Tillamook county vision plan; (2) leaders in neither county are using benchmark data to guide their decision making, yet overwhelmingly think that County Commissioners in both counties should be; (3) organizations and agencies in both counties do use benchmark data to help prioritize and allocate resources; and (4) leaders in both counties agreed that both counties and communities should have vision plans to provide them with a “roadmap” for the future.

### **Oregon Progress Board Benchmarks**

This section details the findings from comparing Tillamook County, Clatsop County, and Oregon’s progress on each of the Oregon Progress Board’s benchmarks that are measured at the county level and contained within the Tillamook County vision plan. Unless otherwise stated, all data is from the Oregon Progress Board. Whichever county has shown better performance on each particular benchmark is identified by having either the initials TC or CC to the left of the benchmark title. If both counties have made similar or equal progress, the benchmark is identified by this symbol ↔ indicating that neither county has the upper hand. A full comparison of Tillamook and

Clatsop County’s performance on all of the Oregon Progress Board county-level benchmarks may be found in Appendix A.

⇔ **Benchmark #4 – Net job growth (loss) per 1,000 population**

Overall, from 1994-2004, Tillamook County, Clatsop County and Oregon all experienced net job loss. Tillamook County had the biggest drop in job growth per 1,000 population, losing 55% over the decade. Oregon saw a loss of 53% of its rate of job growth and Clatsop County lost 35% of its rate of job growth. Although Clatsop County saw the smallest percentage of job loss overall, it also started with a lower level of jobs to begin with and saw more years with negative job loss than the other two. As of 2004, all three had the same job growth rate at around 8.5 per 1,000. It is important to note that job loss in the counties may not reflect changes in the labor force and demographics of the area.

Table BM-4 shows the actual number of net job growth or loss per 1,000 population from 1994-2004.

**Table BM-4: Net Job Growth (Loss) per 1,000 Population**

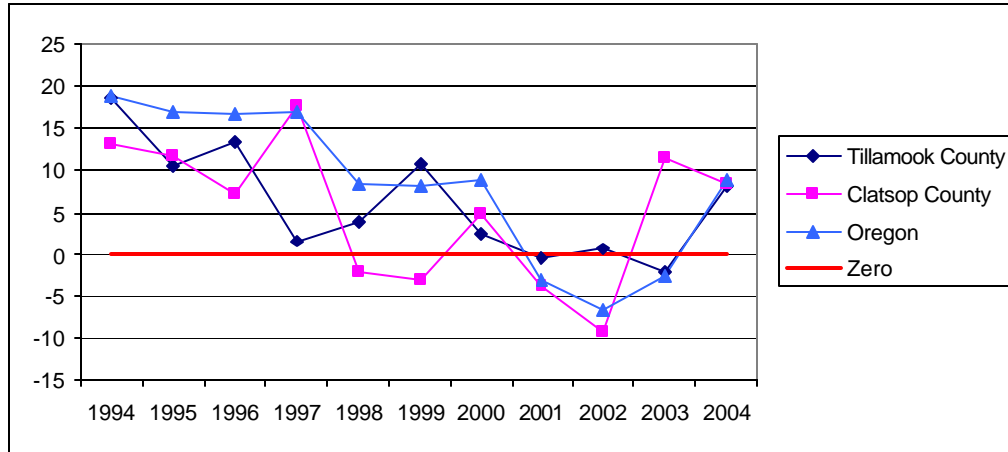
	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	18.6	10.6	13.3	1.5	4.0	10.7	2.6	-0.6	0.7	-2.2	8.3
<b>Clatsop County</b>	13.1	11.8	7.2	17.6	-2.3	-3.2	5.0	-3.9	-9.4	11.5	8.5
<b>Oregon</b>	18.9	17.0	16.8	16.9	8.4	8.1	8.8	-3.2	-6.8	-2.6	8.8

Source: Oregon Progress Board

Figure BM-4 illustrates the trends in net job growth or loss over the decade from 1994-2004. Both counties and the state have fluctuated over time and were at the same level in 2004.



**Figure BM-4: Net Job Growth (Loss) per 1,000 Population**



Source: Oregon Progress Board

**TC Benchmark #11 – Per capita personal income as a percent of the U.S. per capita income (U.S. = 100%)**

Both counties and the state remain at a lower percentage of per capita income as compared to the nation. However, Tillamook County is the only one of the three to be showing a real increase in per capita income as a percent of the U.S. per capita income. Over the decade from 1993-2003, Tillamook County’s per capita personal income increased by 4.3%, as compared to a decrease of 5.0% for Clatsop County and a decrease of 2.8% for Oregon. This could indicate an increase in well-paying jobs in Tillamook County, or a steady level of well-paying jobs with a decrease in well-paying jobs in Clatsop County and Oregon.

**Table BM-11: Per Capita Personal Income as a Percent of the U.S. per Capita Income (U.S. = 100%)**

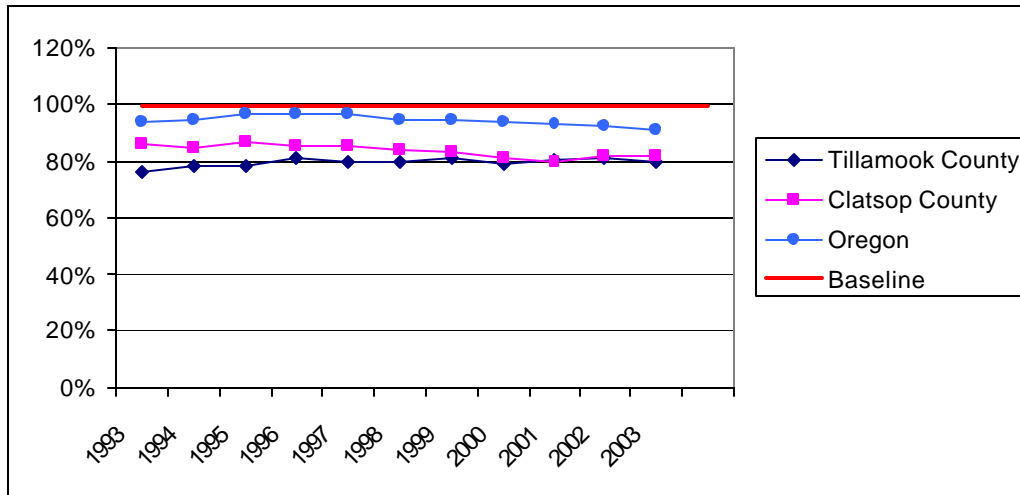
	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
<b>Tillamook County</b>	76.8%	78.4%	78.5%	81.1%	80.1%	80.2%	81.3%	79.5%	80.8%	81.5%	80.1%
<b>Clatsop County</b>	86.3%	85.2%	87.0%	85.9%	85.5%	84.0%	83.5%	81.1%	80.3%	82.2%	82.0%
<b>Oregon</b>	93.9%	95.0%	96.6%	96.8%	96.6%	95.0%	94.8%	94.1%	93.2%	92.4%	91.3%

Source: Oregon Progress Board

Figure BM-11 illustrates the difference in per capita personal income between the two counties and the state. While both counties are below the state’s level, Figure BM-

11 shows that Clatsop County has been on a decline while Tillamook County has remained steady and even improved.

**Figure BM-11: Per Capita Personal Income as a Percent of the U.S. per Capita Income (U.S. = 100%)**



Source: Oregon Progress Board

**TC Benchmark #12 – Average annual payroll per covered worker (all industries) 2004 dollars**

While Tillamook County still had the lowest average annual payroll as of 2004, its payroll rate was rising at a faster rate than for Oregon and at double the rate for Clatsop County over the decade from 1994-2004. In that decade, Tillamook County’s payroll rate increased at by 22% compared to only 11% for Clatsop County and 20% for Oregon.

Table BM-12 shows the real values of the average annual payroll for Tillamook County, Clatsop County and Oregon. In 1994, Tillamook County was \$2,285 behind Clatsop County in average annual payroll but only \$6 behind by 2004.

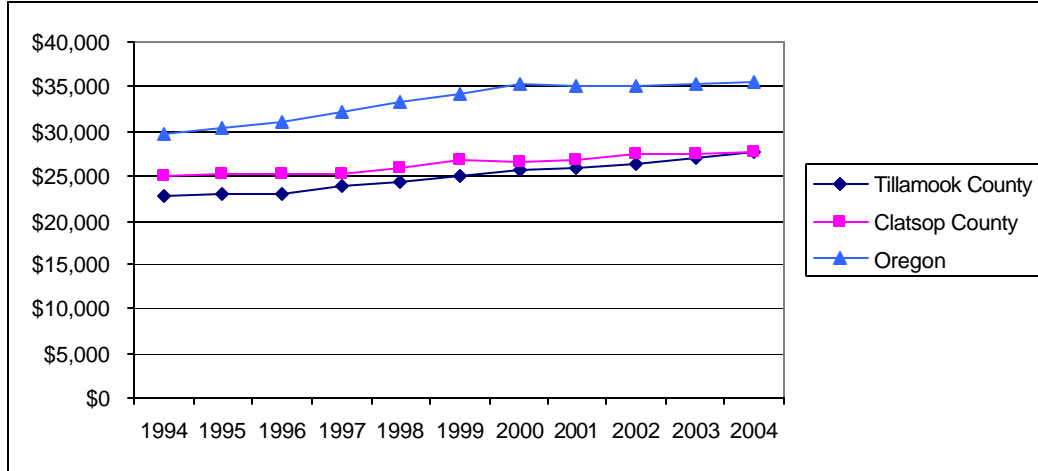
**Table BM-12: Average Annual Payroll per Covered Worker (2004 Dollars)**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	\$22,748	\$22,942	\$23,074	\$23,821	\$24,462	\$25,139	\$25,801	\$25,883	\$26,452	\$27,092	\$27,726
<b>Clatsop County</b>	\$25,033	\$25,179	\$25,264	\$25,323	\$25,902	\$26,862	\$26,662	\$26,755	\$27,375	\$27,403	\$27,732
<b>Oregon</b>	\$29,802	\$30,422	\$31,157	\$32,201	\$33,196	\$34,110	\$35,341	\$35,067	\$35,077	\$35,202	\$35,618

Source: Oregon Progress Board

Figure BM-12 illustrates the converging of the average annual payroll rates of Tillamook and Clatsop Counties in the year 2004.

**Figure BM-12: Average Annual Payroll per Covered Worker (2004 Dollars)**



Source: Oregon Progress Board

**CC Benchmark #15 – Oregon unemployment rate as a percent of U.S. unemployment rate**

Although Tillamook County started out with the lowest rate in 1994 at 80% of the U.S. unemployment rate, it ended in 2004 at 133%, only two percent less than the state. Over the decade from 1994-2004, Tillamook County also had the largest increase in its unemployment rate as a percent of the U.S. unemployment rate with a rise of 65%, compared to only 20% for Clatsop County and 49% for Oregon.

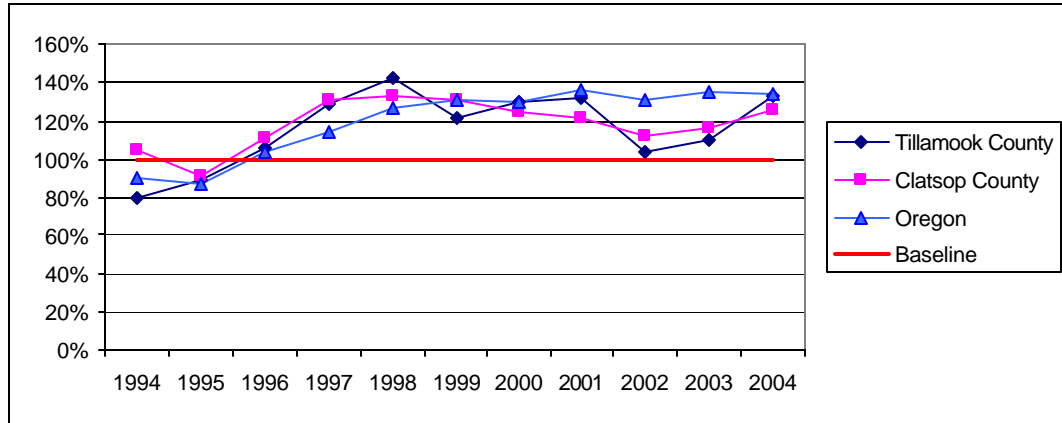
**Table BM-15: Unemployment Rate as a Percent of U.S. Unemployment Rate (U.S. = 100%)**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	80.3%	89.3%	105.6%	128.6%	142.2%	121.4%	130.0%	131.9%	103.4%	110.0%	132.7%
<b>Clatsop County</b>	104.9%	91.1%	111.1%	130.6%	133.3%	131.0%	125.0%	121.3%	112.1%	116.7%	125.5%
<b>Oregon</b>	90.2%	87.5%	103.7%	114.3%	126.7%	131.0%	130.0%	136.2%	131.0%	135.0%	134.5%

Source: Oregon Progress Board

Figure BM-15 shows that while the rates for all three have fluctuated over time, the rate for Tillamook County started out the lowest and has ended at one of the highest.

**Figure BM-15: Unemployment Rate as a Percent of U.S. Unemployment Rate**



Source: Oregon Progress Board

**CC Benchmark #20 – Percent of 8<sup>th</sup> grade students who achieve established skills in reading and math**

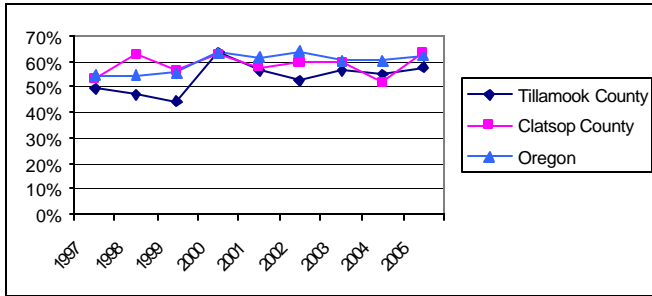
Except for a dip in both categories in 2004, Clatsop County’s percentage of 8<sup>th</sup> graders achieving established skills in reading and math has remained consistently higher than or equal to Tillamook County’s percentage. Figures BM-20a and BM-20b illustrate this phenomenon and show that Clatsop County was ahead in both reading and math in 2005.

**Table BM-20: 8<sup>th</sup> grade students who achieve established skills in reading and math**

<b>Reading</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>Tillamook County</b>	49.5%	47.3%	44.3%	63.8%	56.9%	52.8%	56.7%	55.4%	57.9%
<b>Clatsop County</b>	53.3%	62.9%	56.4%	63.2%	57.9%	60.1%	60.1%	52.0%	63.7%
<b>Oregon</b>	54.9%	54.7%	56.0%	63.6%	61.5%	64.2%	60.6%	60.5%	62.5%
<b>Math</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>Tillamook County</b>	46.1%	48.8%	52.6%	56.1%	51.6%	45.3%	56.1%	63.5%	60.1%
<b>Clatsop County</b>	43.8%	55.1%	56.9%	55.4%	55.2%	47.8%	61.5%	55.1%	70.8%
<b>Oregon</b>	49.5%	50.8%	52.1%	55.6%	55.4%	56.3%	58.9%	60.4%	63.5%

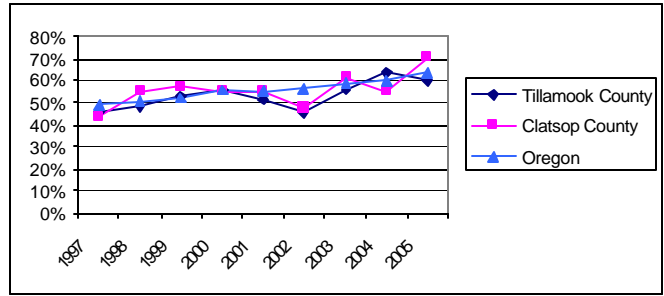
Source: Oregon Progress Board

**Figure BM-20a: Established Skills in Reading**



Source: Oregon Progress Board

**Figure BM-20b: Established Skills in Math**



Source: Oregon Progress Board

**CC Benchmark #22 – High school dropout rate (grades 9-12 for the listed school year)**

The high school dropout rate in both Tillamook and Clatsop Counties is lower than that for the state of Oregon as a whole, although all three have shown improvement since the 1995-96 school year. The rate for Clatsop County is the lowest of the three and has been declining steadily since 1995-96, while the rate for Tillamook County has fluctuated in those years.

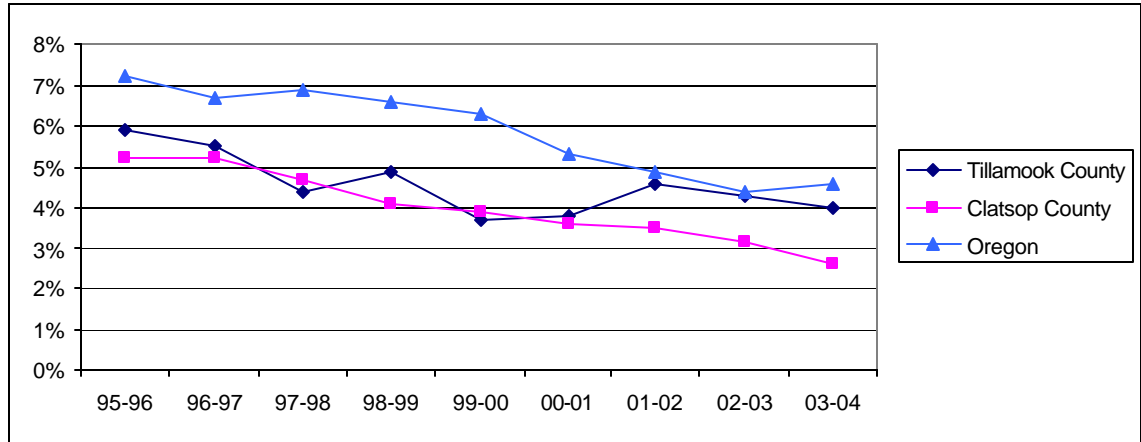
**Table BM-22: High School Dropout Rate**

	95-96	96-97	97-98	98-99	99-00	00-01	01-02	02-03	03-04
<b>Tillamook County</b>	5.9%	5.5%	4.4%	4.9%	3.7%	3.8%	4.6%	4.3%	4.0%
<b>Clatsop County</b>	5.2%	5.2%	4.7%	4.1%	3.9%	3.6%	3.5%	3.1%	2.6%
<b>Oregon</b>	7.2%	6.7%	6.9%	6.6%	6.3%	5.3%	4.9%	4.4%	4.6%

Source: Oregon Progress Board

Figure BM-22 illustrates that the high school dropout rates for both counties and Oregon have been declining over the decade since the 1995-96 school year. While Tillamook County’s rate of high school dropouts has fluctuated, the rates for Clatsop County and Oregon have shown a steady decline over the years.

**Figure BM-22: High School Dropout Rate**



Source: Oregon Progress Board

**TC Benchmark #39 – Pregnancy rate per 1,000 females ages 10-17**

After having the highest rate of pregnancy in 1990, Tillamook County had the lowest rate in 2003 with only 6.7 pregnancies per 1,000 females aged 10-17. This is compared to 9.5 for Clatsop County and 10.5 for Oregon. Rates for both counties fluctuated dramatically in the years from 1990 to 2003, with only Oregon showing a steady decline in teenage pregnancies overall.

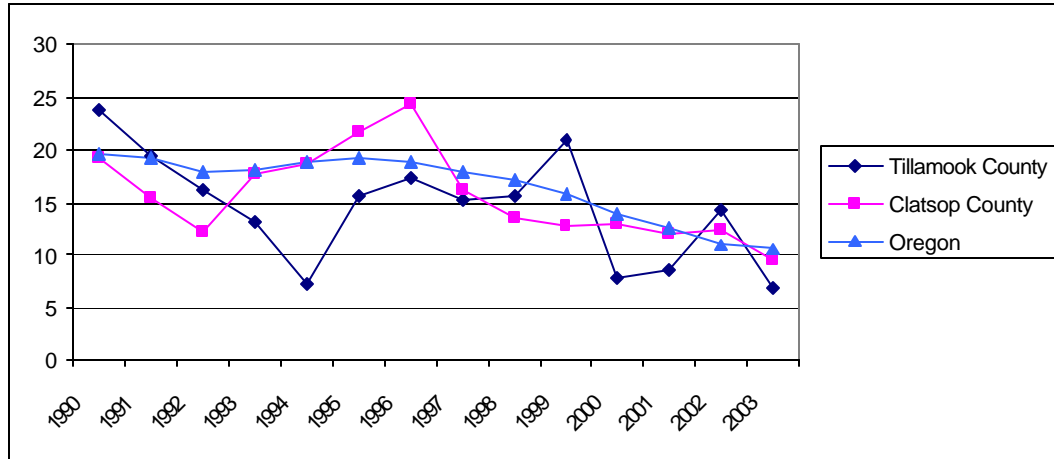
**Table BM-39: Pregnancy Rate per 1,000 Females Ages 10-17**

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
<b>Tillamook County</b>	23.8	19.4	16.3	13.3	7.1	15.7	17.3	15.2	15.6	21.0	7.8	8.5	14.4	6.7
<b>Clatsop County</b>	19.3	15.5	12.3	17.7	18.7	21.7	24.4	16.3	13.6	12.9	13.0	12.0	12.4	9.5
<b>Oregon</b>	19.7	19.3	17.9	18.2	18.9	19.2	18.8	18.0	17.2	15.9	14.0	12.6	10.9	10.5

Source: Oregon Progress Board

Figure BM-39 illustrates how much the rate of teenage pregnancies in both counties has fluctuated in the years from 1990-2000. After a brief increase in 2002, Tillamook County's rate was the lowest of the three in 2003.

**Figure BM-39: Pregnancy Rate per 1,000 Females Ages 10-17**



Source: Oregon Progress Board

⇔ **Benchmark #49 – Percent of 8<sup>th</sup> grade students who report using cigarettes, alcohol or illicit drugs in the previous 30 days**

Alcohol and drug use among 8<sup>th</sup> graders continues to be a problem in both Tillamook and Clatsop Counties. In 2004, both counties had the same percentage of alcohol and drug use, 36% and 23% respectively; higher in both categories than Oregon overall. The rate of cigarette use has declined in both Tillamook County and Oregon, with only Clatsop County showing an increase in 2004.

**Table BM-49: Percent of 8<sup>th</sup> Grade Students Who Report Using Cigarettes, Alcohol or Illicit Drugs in the Previous 30 Days**

<b>Alcohol</b>	<b>1998</b>	<b>2000</b>	<b>2002</b>	<b>2004</b>
<b>Tillamook County</b>	34.3%	32.1%	27.3%	36.4%
<b>Clatsop County</b>	32.0%	25.6%	27.1%	36.4%
<b>Oregon</b>	26.0%	26.4%	25.4%	30.0%
<b>Illicit Drugs</b>	<b>1998</b>	<b>2000</b>	<b>2002</b>	<b>2004</b>
<b>Tillamook County</b>	23.1%	19.3%	9.4%	23.2%
<b>Clatsop County</b>	22.4%	12.8%	28.2%	23.2%
<b>Oregon</b>	18.6%	13.3%	18.3%	17.0%
<b>Cigarettes</b>	<b>1998</b>	<b>2000</b>	<b>2002</b>	<b>2004</b>
<b>Tillamook County</b>	26.8%	14.0%	12.7%	7.9%
<b>Clatsop County</b>	19.5%	22.5%	12.7%	18.1%
<b>Oregon</b>	20.1%	13.1%	10.7%	8.1%

Oregon Progress Board

Source:

Figures BM-49a, b and c demonstrate the rate of alcohol, illicit drug and cigarette use among 8<sup>th</sup> graders in Tillamook County, Clatsop County and Oregon for the years 1998 to 2004.

**Figure BM-49a: Percent of 8<sup>th</sup> Grade Students Who Report Using Alcohol in the Previous 30 Days**

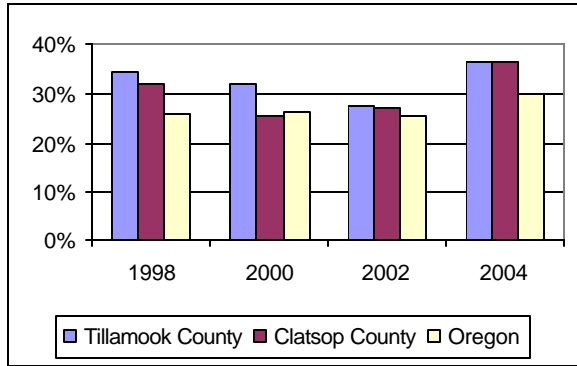


Figure BM-49a shows that alcohol use among 8<sup>th</sup> graders increased in 2004 in both Tillamook and Clatsop Counties to a high of 36%. The rate of alcohol use in both counties increased at a faster rate than for the state over the six year period.

Source: Oregon Progress Board

**Figure BM-49b: Percent of 8<sup>th</sup> Grade Students Who Report Using Illicit Drugs in the Previous 30 Days**

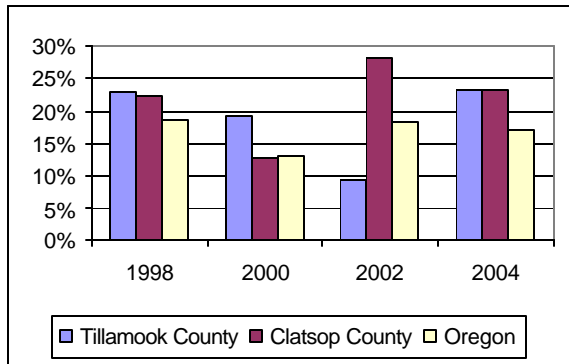


Figure BM-49b shows a decline of drug use in Tillamook County in 2000 and 2002 before increasing again in 2004. Clatsop County had a sharp increase in 2002 followed by a decrease in 2004 to share the same percentage as Tillamook County, 23% of 8<sup>th</sup> graders using drugs.

Source: Oregon Progress Board

**Figure BM-49c: Percent of 8<sup>th</sup> Grade Students Who Report Using Cigarettes in the Previous 30 Days**

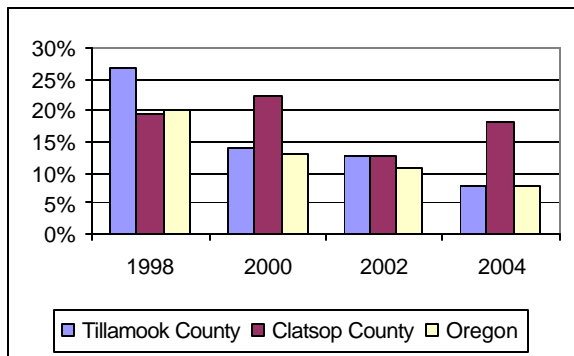


Figure BM-49c illustrates that cigarette use has continued to decline in both Tillamook County and the state over the six-year period. Clatsop County had been on a decline since 2000, and then had a large increase in cigarette use in 2004. In

Source: Oregon Progress Board



2004, both Tillamook County and the state had 8% of 8<sup>th</sup> graders that admitted smoking cigarettes, compared with 18% in Clatsop County.

**TC Benchmark #53 – Percent of Oregonians with incomes below 100% of the federal poverty level**

Rates of poverty in both counties remained above the rate for Oregon overall until 2002 when Tillamook County’s rate dropped and stayed consistent with the state rate through 2005. Clatsop County continues to have a slightly higher rate than both Tillamook County and Oregon.

**Table BM-53: Percent of Oregonians with Incomes Below 100% of the Federal Poverty Level**

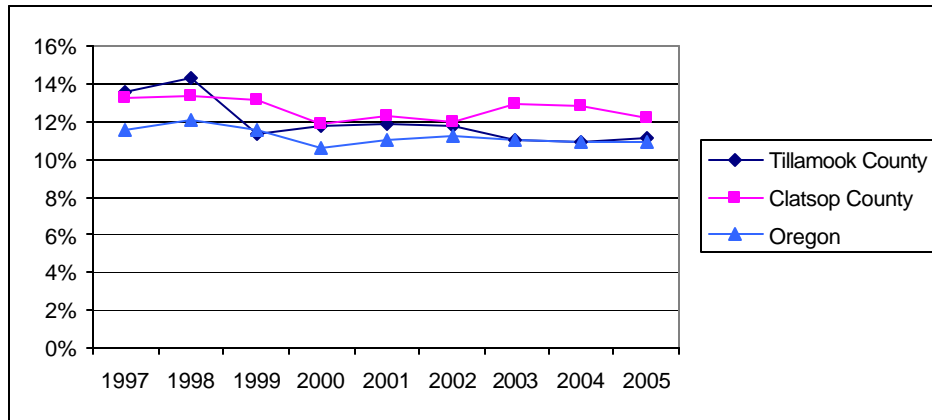
	1997	1998	1999	2000	2001	2002	2003	2004	2005
<b>Tillamook County</b>	13.6%	14.3%	11.4%	11.8%	11.9%	11.8%	11.1%	11.0%	11.2%
<b>Clatsop County</b>	13.3%	13.4%	13.2%	11.9%	12.3%	12.0%	12.9%	12.8%	12.2%
<b>Oregon</b>	11.6%	12.1%	11.6%	10.6%	11.1%	11.3%	11.1%	11.0%	11.0%

Sources: Oregon Progress Board, Oregon Department of Human Services

**Note:** Additional data was provided for this benchmark from the Oregon Department of Human Services. Data on the “estimated population of the county” and the “estimated persons below poverty” were collected for each month and then averaged to get annual percentages of persons below poverty for the years 2004 and 2005.

Figure BM-53 shows the rates of poverty staying relatively flat after the year 2000. In 2002, rates for Tillamook and Clatsop Counties diverged with Tillamook County’s rate lowering and Clatsop County’s rate increasing. The trend lines for the counties indicate that their rates may again converge in the near future.

**Figure BM-53: Percent of Oregonians with Incomes Below 100% of the Federal Poverty Level**



Oregon Progress Board

Source:

**CC Benchmark #62 – Juvenile arrests for person and property crimes per 1,000 juvenile Oregonians per year**

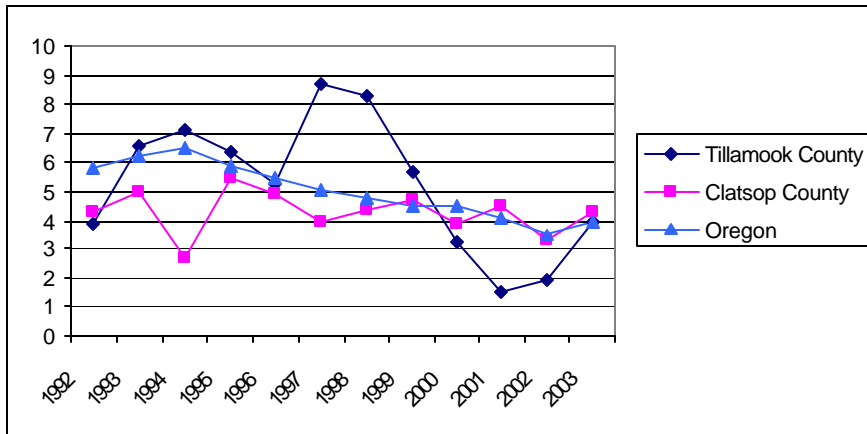
Although Clatsop County has a higher rate of overall crime than Tillamook County and Oregon, it has a slightly lower rate of juvenile crime than Tillamook County and is consistent with the overall rate for Oregon. The bulk of juvenile crime in both counties and Oregon is property crime, and all three have low levels of juvenile crimes against persons. Tillamook County has the highest rate of overall juvenile arrests of the three.

**Table BM-62: Juvenile Arrests per 1,000 Juveniles**

Overall Crime	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Average
Tillamook County	26.6	34.5	52.7	39.1	32.2	26.4	32.2	16.5	12.5	11	12.1	17.8	26
Clatsop County	25.7	27.5	21.9	33	31.6	22.5	20.9	20.7	16.7	12.9	17	19.9	23
Oregon	28.8	29.3	30	27.4	26.6	24.7	21.8	19.6	18.6	16.8	14.9	16.6	23
<b>Crimes Against Persons</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	
Tillamook County	3.9	6.6	7.1	6.4	5.3	8.7	8.3	5.7	3.2	1.5	1.9	4	5
Clatsop County	4.3	5	2.7	5.5	4.9	4	4.4	4.7	3.9	4.5	3.3	4.3	4
Oregon	5.8	6.2	6.5	5.9	5.5	5.1	4.8	4.5	4.5	4.1	3.5	4	5
<b>Property Crime</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	
Tillamook County	22.7	27.9	45.6	32.7	27	17.7	23.9	10.8	9.3	9.5	10.2	13.8	21
Clatsop County	21.3	22.5	19.2	27.5	26.6	18.5	16.5	15.9	12.8	8.4	13.7	15.6	18
Oregon	23	23.1	23.5	21.5	21	19.6	17	15.1	14.1	12.7	11.4	12.6	18

Source: Oregon Progress Board

**Figure BM-62a: Juvenile Arrests for Crimes against Persons per 1,000 Juveniles**

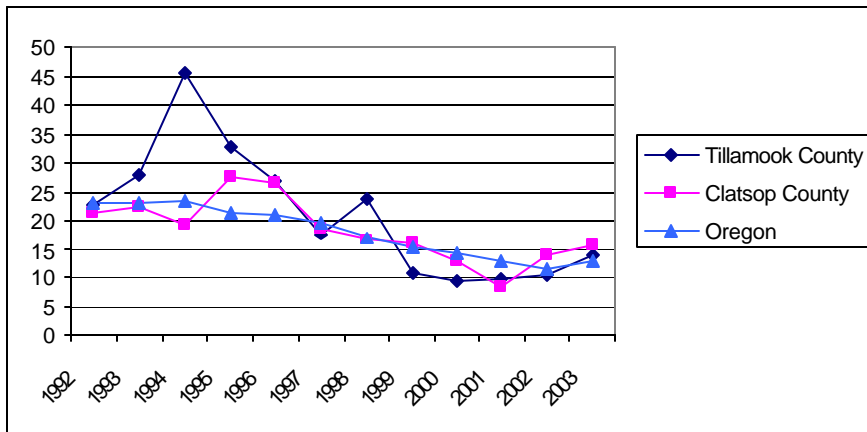


Source: Oregon Progress Board

County stayed relatively flat except for a notable decrease in 1994. The rate for Oregon has declined consistently since 1994. Although juvenile crimes against persons in Tillamook County declined significantly from 1997 to 2001, the rate has shown an increase since 2002.

Figure BM-62a illustrates how much Tillamook County's rate of juvenile crimes against persons has fluctuated over the period from 1992 to 2003. In that period, juvenile crimes against persons in Clatsop

**Figure BM-62b: Juvenile Arrests for Property Crimes per 1,000 Juveniles**



Source: Oregon Progress Board

rates of juvenile property crime in Clatsop County and Oregon have also been declining steadily, yet all three are on an upward swing as of 2002.

Figure BM-62b again illustrates the fluctuation in Tillamook County's rate of juvenile property crimes. After a high of 52.7 in 1994, Tillamook County's rate has been on a steady decline. The

**TC Benchmark #73 – Percent of Oregon households that are owner occupied**

Tillamook County’s rate of households that are owner occupied is consistently higher than the rate for Clatsop County and Oregon overall by around 5% of all households. The rates for Clatsop County and Oregon remained constant with each other for the two decades from 1980 to 2000.

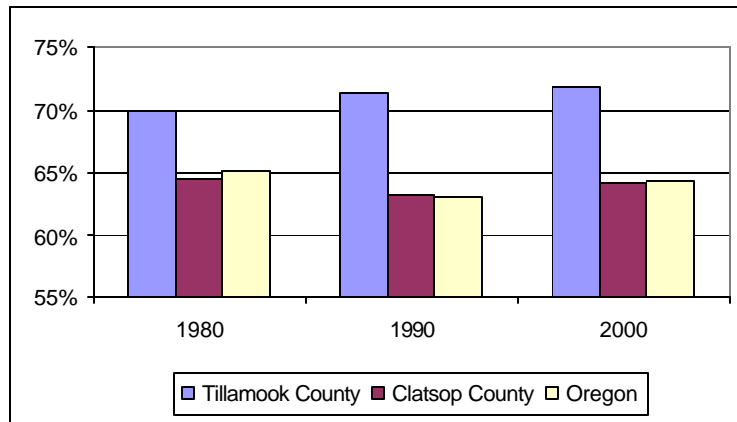
**Table BM-73: Percent of Households that are Owner Occupied**

	1980	1990	2000
<b>Tillamook County</b>	70.0%	71.3%	71.8%
<b>Clatsop County</b>	64.5%	63.2%	64.2%
<b>Oregon</b>	65.1%	63.1%	64.3%

Source:

Oregon Progress Board

**Figure BM-73: Percent of Households that are Owner Occupied**



Source: Oregon Progress Board

**TC Benchmark #74 – Percent of renters or owners below median income spending more than 30% of income for housing (including utilities)**

Tillamook County has a higher level of housing affordability than Clatsop County or the state overall. There are fewer owners and renters in Tillamook County spending 30% or more of their income on housing than in Clatsop County or Oregon, whose rates stayed relatively equal to each other in 1990 and 2000. Interestingly, the percentage of owners paying 30% or more on housing declined in both counties and Oregon from 1990 to 2000 while the percentage of renters paying 30% or more increased for all three.

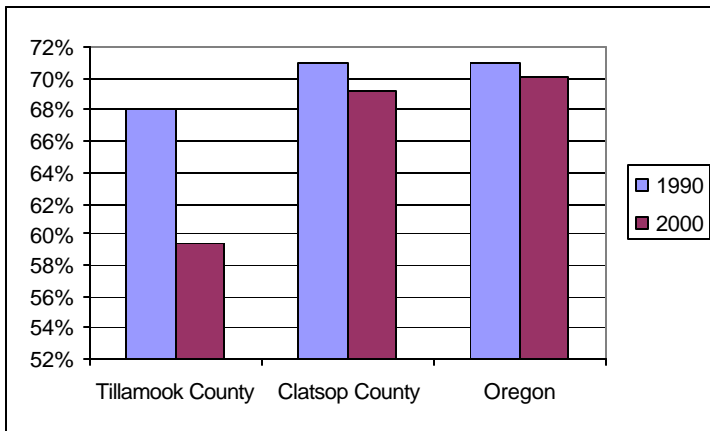
**Table BM-74: Renters or Owners below Median Income Spending More than 30% of Income for Housing**

<b>Owner Occupied</b>	<b>1990</b>	<b>2000</b>
Tillamook County	68.0%	59.4%
Clatsop County	71.0%	69.2%
Oregon	71.0%	70.1%
<b>Renter Occupied</b>	<b>1990</b>	<b>2000</b>
Tillamook County	32.1%	35.2%
Clatsop County	37.7%	41.1%
Oregon	38.1%	40.1%

Source:

Oregon Progress Board

**Figure BM-74a: Owners below Median Income Spending More than 30% on Housing**

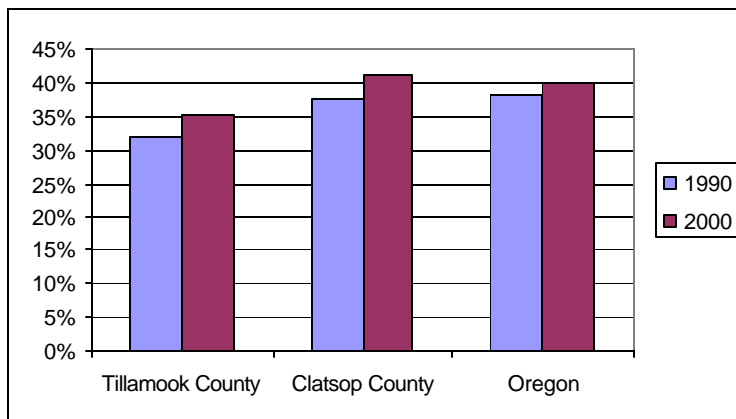


Source: Oregon Progress Board

Figure BM-74a shows that the percentage of owners spending more than 30% or more on housing decreased from 1990 to 2000 in both counties and in Oregon overall. Tillamook County saw a decrease of cost

burdened owners by almost 10% from 1990 to 2000.

**Figure BM-74b: Renters below Median Income Spending More than 30% on Housing**



Source: Oregon Progress Board

Figure BM-74b shows that Tillamook County has the lowest percentage of renters paying 30% or more on housing of Clatsop County and Oregon overall. Rates for all three increased from 1990 to

2000.

**TC Benchmark #83 – Pounds of Oregon municipal solid waste landfilled or incinerated per capita**

Clatsop County is producing more pounds of solid waste to be landfilled or incinerated per capita than either Tillamook County or Oregon overall. Tillamook County’s production remains below that of Clatsop County, however, it has been consistently increasing since 1997 and surpassed the state’s rate in 2004.

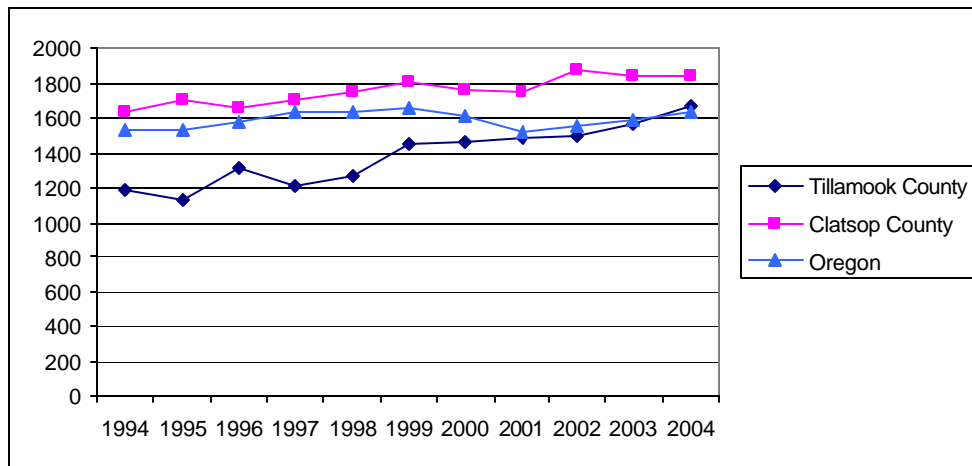
**Table BM-83: Pounds of Oregon Municipal Solid Waste Landfilled or Incinerated Per Capita**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	1192	1132	1317	1209	1270	1454	1466	1490	1496	1569	1668
<b>Clatsop County</b>	1637	1705	1658	1706	1746	1811	1764	1747	1870	1840	1840
<b>Oregon</b>	1528	1527	1577	1630	1633	1658	1617	1518	1557	1588	1639

Source: Oregon Progress Board

Figure BM-83 illustrates the trend in production of solid waste landfilled or incinerated per capita. Tillamook County began with the lowest rate in 1994; however since then it has seen a steady increase that probably congruent with its rate of growth.

**Figure BM-83: Pounds of Oregon Municipal Solid Waste Landfilled or Incinerated Per Capita**



Source: Oregon Progress Board

## Summary of Benchmark Findings

Out of the thirteen Oregon Progress Board benchmarks that are also used in the Tillamook County vision plan, Tillamook County is faring better than Clatsop County in seven categories, including:

- #11 Per capita income as a percent of the U.S. per capita income
- #12 Average annual payroll per covered worker
- #39 Pregnancy rate per 1,000 females ages 10-17
- #53 Percent of Oregonians with incomes below 100% of the federal poverty level
- #73 Percent of households that are owner occupied
- #74 Percent of renters and owners below median income spending more than 30% of income for housing
- #83 Pounds of municipal solid waste landfilled or incinerated per capita

Clatsop County fared better than Tillamook County on four benchmarks, including:

- #15 Unemployment rate as a percent of U.S. unemployment rate
- #20 Percent of 8<sup>th</sup> grade students who achieve established skills in reading and math
- #22 High school dropout rate
- #62 Juvenile arrests for person and property crimes per 1,000 juveniles per year

Neither county had the clear upper hand on two benchmarks: #4 net job growth or loss; and #49 percent of 8<sup>th</sup> grade students who report using alcohol, illicit drugs or cigarettes in the previous 30 days.

The data indicates that Clatsop County fared better than Tillamook County primarily on benchmarks that had to do with youth and education. Corresponding with this trend, Clatsop County ranks higher than Tillamook County on the Education Index released by the Oregon Progress Board (2005). The Oregon Progress Board tallies up all of the benchmarks that they have county data for and ranks counties from 1-36 (for the number of Oregon counties, with 1 always indicating best and 36 always worst) on four indices: the Child Well-Being Index; Public Safety Index; Economy Index; and Education Index. Clatsop County ranks a 15 on the Education Index compared to

Tillamook County's rank of 32. Clatsop County is also slightly higher than Tillamook County on the Economy Index with a ranking of 8 to 11. Tillamook County ranks higher in the other two indices, with a 20 compared to Clatsop County's 29 on the Child Well-Being Index; and a 13 compared to 33 on the Public Safety Index.

This review of the Oregon Progress Board benchmarks that are contained within the Tillamook County vision plan suggests that Tillamook County is progressing toward the goals laid out in its vision plan. The data indicates that Tillamook County is doing well in all areas with the exception of benchmarks that focus on children and youth. This could be where the County needs to place its focus in the upcoming years.



# Telephone Interview and Survey Results

Both the telephone interviews and the survey questions used the same set of questions for Tillamook County and Clatsop County residents. For that reason, the findings for both will be compiled together in this chapter. Each county's participants had the same questions asked of them, with one additional section for Tillamook County residents that covered the Tillamook County vision plan. Questions were meant to determine residents' knowledge of the Oregon Progress Board benchmarks and the Tillamook County vision plan; those two entities' impact upon decision making within the counties; and residents' opinions of county and community visioning projects in general. Both the survey and the interviews were structured into four or five sections, including:

- A little about yourself, including past and current leadership positions or roles in either county,
- Questions specific to Tillamook or Clatsop County regarding conditions within the counties,
- The Oregon Progress Board,
- The Tillamook County vision, and
- Questions about vision processes in general.

A full copy of the survey and interview questions for both counties may be found in Appendix B.

## Section 1: A little about yourself

Interviews were completed with eight participants – four participants per each county. There were 35 survey responses, with 60% of respondents being from Tillamook County and 40% from Clatsop County. Out of the 43 total participants, there

was a wide range of leadership represented from within both counties at the county and city levels. Leadership positions (both current and within the past decade) included:

- Members of budget committees
- Board members of various county and city level organizations
- Mayors
- Planners, Public Works, or Community Development employees
- County Commissioners
- City Councilors
- Members of various committees or councils, including budget committees
- Chambers of Commerce leaders
- City Managers
- Superintendents
- Watershed Council leaders

The majority of respondents in both counties had lived in their respective county for over a decade. Six respondents from Clatsop County had lived in the county for less than a decade, with the least amount of residency being six months and ranging to eight years. On the other hand, other respondents from Clatsop County reported having lived in the County for anywhere from 16 years to 51 years. Only two respondents from Tillamook County had lived there for less than a decade, with most having lived there from 13 to 54 years.

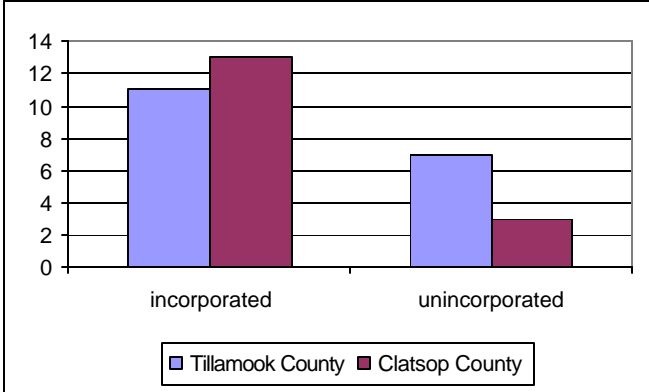
## **Section 2: Questions about Tillamook or Clatsop County**

A much higher percentage of respondents in Tillamook County live in unincorporated areas than in Clatsop County, as previously discussed in Chapter 4: County Profiles. This fact is also represented here with the number of survey and

interview participants that live in unincorporated areas compared to Clatsop County.

One thing to keep in mind, however, is the fact that most of Clatsop County’s cities are larger than those in Tillamook County which may mean they absorb a larger percentage of the county population. Figure 5.1 illustrates the residency distribution of participants in the two counties.

**Figure 5.1 Residency Distributions of Tillamook & Clatsop Counties**



The next question asked participants to rank 13 issues for how pressing they were to the county on a scale of 1 to 5, with 1 being most and 5 being least. Both counties listed affordable housing and family-wage jobs as being their most important issues. Tillamook County residents also added roads infrastructure and adequate jobs as very important issues in their county and Clatsop County residents added economic diversification as most important in their county.

**Figure 5.2 Importance of Issues to County Residents**

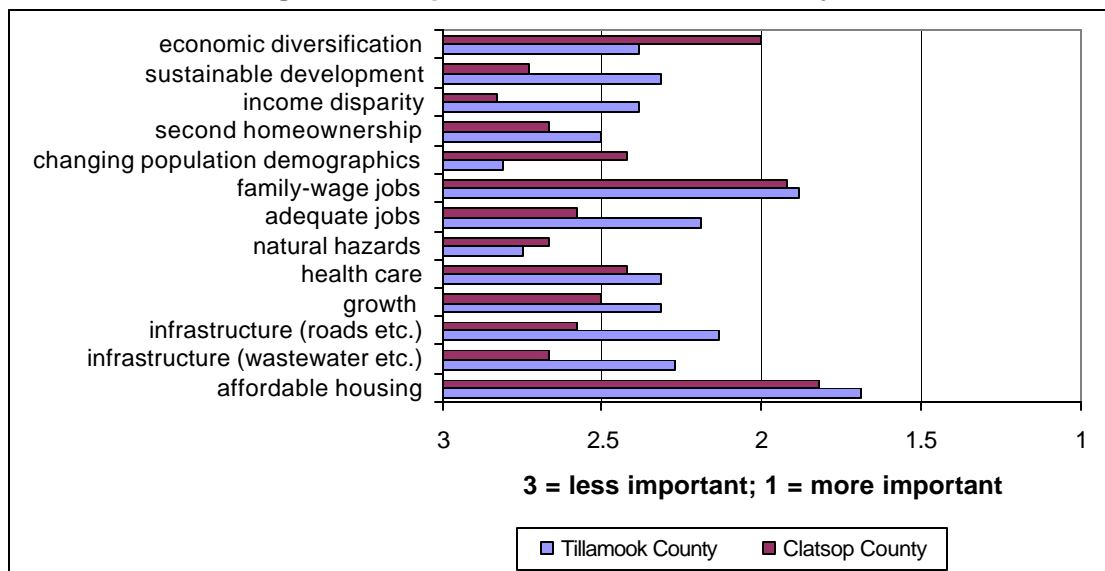


Figure 5.2 illustrates the importance that county residents place on certain issues. Since the rating scale was 1 to 5, with 1 being most and 5 being least, the bars reaching closest to one are the most important issues in the counties. The graph shows that family-wage jobs and affordable housing are the top two issues in both counties. Economic diversification ranks third highest for Clatsop County, while adequate jobs and roads infrastructure are almost equally important for Tillamook County residents.

The final question in this section asked participants how conditions have changed in their county over the past decade. Not surprisingly, most of the answers were interrelated and there were many cause-and-effect relationships. Conditions have changed over the decade in four main areas:

- Fishing and logging declined – fewer family-wage natural resource jobs, so...
- Tourism industry increased – more service industry, lower paying jobs, has led to more income disparity within the counties, and...

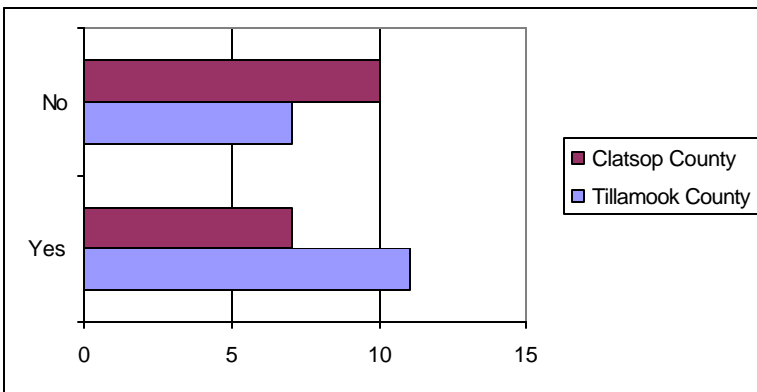
- More growth and development – a large increase in second homes construction, larger and more expensive homes are being built, less affordable housing is available, and an increase in older populations, which has led to...
- A change in demographics weighted toward more retirees moving in and an increase in the Hispanic population – possibly due to more construction and service industry jobs available.

Other things mentioned as changes in the past decade include less access to health care, an increase in drug use and poverty, worsening roads, and better utility infrastructure.

### The Oregon Progress Board

The first question in this section asked participants if they had ever heard of the Oregon Progress Board. My hypothesis when I started this study was that since Clatsop County did not have their own vision plan, they might use the Oregon Progress Board county-level benchmark data to guide decision making and help with priority setting and budgeting decisions. Data from this section indicates instead that Clatsop County leaders do not use the Oregon Progress Board benchmarks to guide their decision making.

**Figure 5.3 Have you heard of the Oregon Progress Board?**

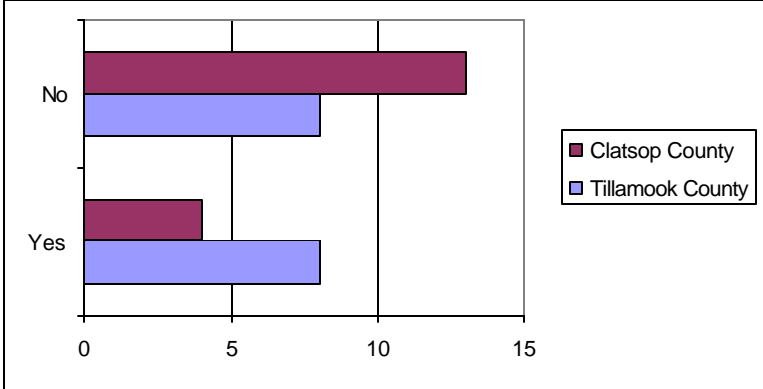


The majority of participants in Clatsop County had not heard of the Progress Board, compared with a majority in Tillamook County that had. This is not surprising considering that

Tillamook County’s vision plan is based off of many of the Oregon Progress Board benchmarks.

The next several questions asked about the use of the Oregon Progress Board benchmarks in decision making.

**Figure 5.4 Do you pay attention to the county benchmarks released by the Oregon Progress Board?**

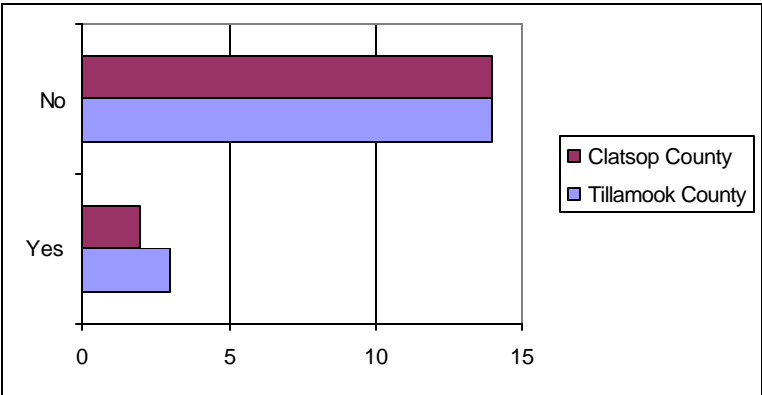


The chart on the left illustrates that leaders in neither county are paying attention to the county-level benchmark data released by the Oregon Progress Board. In Tillamook County, half of the

respondents said they do pay attention to the county-level benchmarks; however, in Clatsop County, less than 25% of leaders said they pay attention to the benchmarks.

**Figure 5.5 Do you use the Oregon Progress Board benchmarks to guide decision making within your organization?**

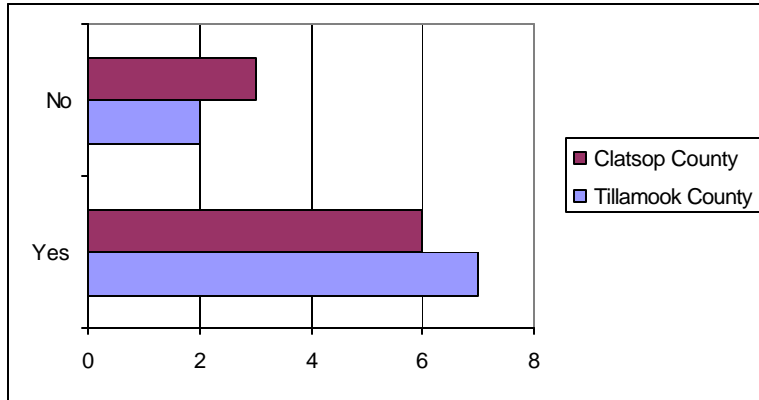
The chart on the right clearly shows that the Oregon Progress Board benchmarks are not being used by leaders to guide decision making in their



organizations. Bear in mind that many of the respondents were members of various committees, councils, city councils, and other governmental positions. This data indicates that decision making and government spending is not being prioritized using county-level data provided by the state. In those instances where the Oregon Progress

Board benchmarks are being used, it is almost exclusively agencies or organizations using them, not governmental entities. Representatives of agencies and organizations using the benchmark data said it was used for several purposes, including justification and support for funding, goal setting, and prioritization of services.

**Figure 5.6 In your opinion, should the County Commissioners use the Oregon Progress Board benchmark data to guide their decision making?**



Perhaps because they have a vision plan themselves, Tillamook County participants overwhelmingly said that the County Commissioners should use the Progress Board

benchmarks to guide their decision making. Clatsop County residents were also favorable to the idea, with around 35% dissenting. Although a majority in both counties thought that the County Commissioners should use the Oregon Progress Board benchmark data to guide decision making, most respondents thought it was only actually being used some of the time by the current County Commissioners.

**Figure 5.7 On a scale of 1 to 5, how much do the County Commissioners use the OPB benchmarks to guide their decision making?**

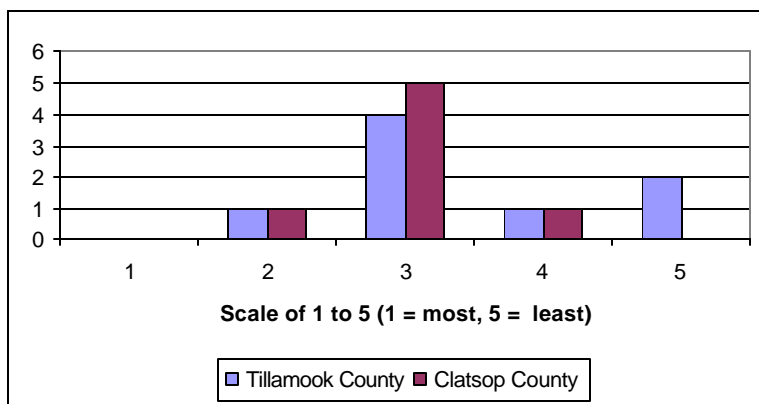


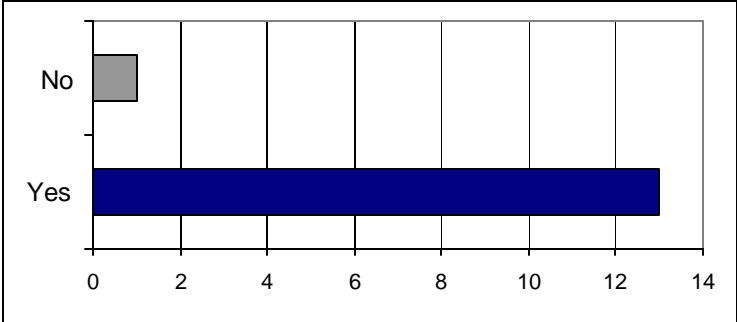
Figure 5.7 shows that most participants view the County Commissioners as only using the benchmark data to guide their decision making sometimes. A few respondents in Tillamook

County rated the County Commissioners as a 5, meaning that they think the County Commissioners don't ever use the Oregon Progress Board benchmark data for decision making.

**The Tillamook County Vision (for Tillamook County residents only)**

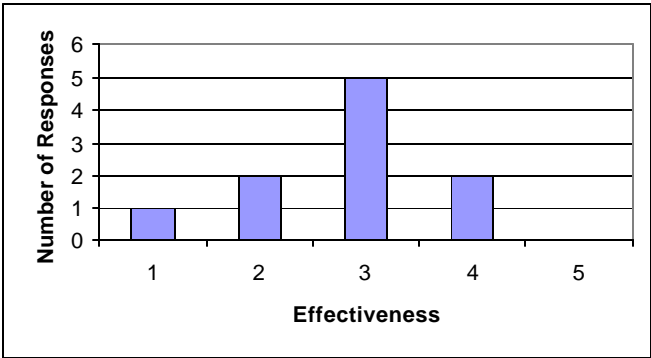
Over 90% of the Tillamook County respondents had heard of the Tillamook County Futures Council and the Tillamook County vision. Out of all of the respondents, over 60% had participated in some aspect of the original visioning process in 1998. The same percentage that had heard of the Tillamook County vision claimed to have read either the vision plan, or at least some of its goals, strategies, or benchmarks.

**Figure 5.8 In your opinion, should the vision be used to guide the decision making of the County Commissioners?**



Most respondents in Tillamook County agree that the vision should be used to guide the decision making of the County Commissioners.

**Figure 5.9 On a scale of 1 to 5, with 1 being most and 5 being least, how much do the County Commissioners use the vision to guide their decision making?**

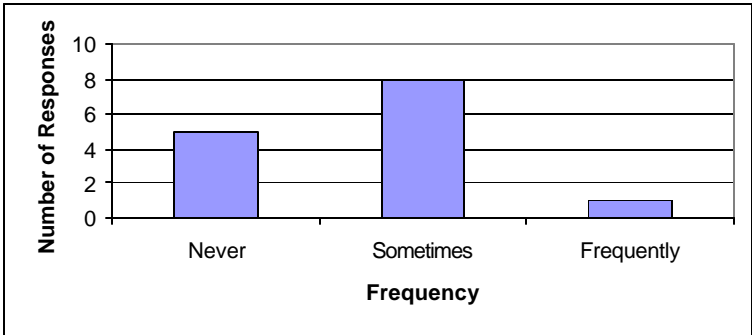


However, on a scale of 1 to 5, with 1 being most and 5 being least, 50% of respondents gave the County Commissioners a 3 for using the vision to guide decision making, indicating that residents want the County Commissioners to utilize the vision more in



their decision making for the county. Tillamook County respondents answered with nearly the same percentages when asked if the vision has been effective in guiding decision making within their communities. On the other hand, respondents were much more positive when asked if the vision has had any effect on decision making within any local or county-level organization. Sixty percent of respondents claimed that the vision has had an effect on decision making at the organizational level.

**Figure 5.10 How often have you or your organization referred to the vision since its creation in 1999?**



Organizations seem to be using the Tillamook County vision at least sometimes, as illustrated by Figure 5.10. Similar to use of the Oregon Progress Board benchmark data,

anecdotal evidence gathered from interviews suggests that the vision plan is used much more often in agencies and organizations than in governmental agencies. Agency or organization representatives reported that the Tillamook County vision has been useful in several ways, including providing a focus for strategies and providing a basis for financial resource allocation. One respondent from a local government within the county said that the county vision has been useful in providing a foundation for their own community vision plan.

**Vision Processes in General**

Participants from both counties overwhelmingly agreed that it is important for both counties and communities to have vision plans for the future. A commonly stated

reason was that it is important to have a “roadmap” to be sure of where you are going as a county or community. Other reasons given include:

- A vision plan helps with prioritization and allocation of funds
- “If we do what we’ve always done, we’ll get the results we’ve always gotten.”
- It helps plan for growth while maintaining the values of the community
- “Without a vision, a community may either be inefficient in its development or head in an unproductive direction.”

A few interview participants brought up the point that communities don’t need vision plans because they have comprehensive plans to guide them. Overall, however, the vast majority of participants were pro-visioning and said it was important for both counties and communities to look ahead and prepare for the future.

## **Summary of Interview and Survey Findings**

One of the questions I wanted to answer with this project was whether or not Clatsop County uses the Oregon Progress Board’s county level data to guide decision making since they do not have a vision plan of their own. Data from the surveys and interviews indicates that this is not the case. Most leaders in Clatsop County have not heard of the Oregon Progress Board and an even smaller percentage pay attention to the county-level benchmark data released by the Oregon Progress Board. Survey and interview data indicate that most leaders want the County Commissioners to use the Oregon Progress Board benchmark data in county decision making, so the benchmark data may need to be better integrated into the decision making structure of the county.

A large majority of leaders in Tillamook County had heard of the Tillamook County vision plan and also said they had read either the plan or some of its goals, strategies, or benchmarks. The data indicates that leaders perceive the County

Commissioners as only using the vision plan and its benchmarks sometimes in their decision making, while 93% of respondents think the County Commissioners should be using the vision plan to guide their decision making for the county. This suggests that the Tillamook County Commissioners could be using the vision plan more in their decision making for the county.

A main finding that came out of the surveys and interviews was that benchmark data is being used at the organizational or agency level versus at the governmental level. Oregon Progress Board benchmarks are being used in organizations in Clatsop County while the Tillamook County vision plan with its benchmarks is being used in organizations in Tillamook County. Both the Progress Board benchmarks and the Tillamook County vision plan are being used in organizations to prioritize and allocate funding and resources, for goal setting, and to provide a focus for strategies.

# Chapter 6

## Conclusions and Implications

This study has three main questions: (1) Do leaders within Tillamook County actually use the Tillamook County vision to guide their decision making? (2) Has Tillamook County achieved progress in trends over time relative to Clatsop County? and (3) Do leaders in Clatsop County use the Oregon Progress Board benchmarks to guide their decision making since they do not have a county-wide vision plan?

In this chapter, I address these questions in the context of information from my literature review and the findings from the Oregon Progress Board benchmark comparison, the interviews, and the survey. This chapter has three parts:

**Discussion and Implication of Findings:** In this section, I will address the questions posed above for Tillamook and Clatsop Counties. I will also examine the implications and necessity of having a county-wide vision plan.

**Recommendations:** I present recommendations for both counties of how they can better integrate benchmark data into their decision making structure.

**Questions for Future Research:** In the process of doing this study several questions arose that would make interesting future studies and add to the body of knowledge about the efficacy and necessity of vision planning.

## Discussion and Implication of Findings

### **1. Tillamook County is faring better than Clatsop County on most of the Oregon Progress Board benchmarks that are contained within the Tillamook County vision.**

According to Green & Deller, one way to measure the success of a community strategic vision plan is to track changes in social and economic conditions in the area (Walzer et. al 1996). If a community were doing better after having the vision plan in place, this could indicate the success of the vision plan at helping the community reach its goals. This study used a comparison of Oregon Progress Board benchmarks to track trends in several categories, including social and economic conditions, over the past decade. By this measure, Tillamook County is on its way to reaching the goals laid out in its vision plan.

The Tillamook County vision plan is broken down into four categories: Growth & Development, Natural Environment, Economy, and Society & Culture. Clatsop County fared better than Tillamook County on four benchmarks, three of which had to do with youth: #20 percent of 8<sup>th</sup> grade students who achieve established skills in reading and math, #22 high school dropout rate, and #62 juvenile arrests for person and property crimes per 1,000 juveniles per year. This suggests that Tillamook County leaders need to pay more attention and allocate more resources to the fourth section of the vision plan, Society & Culture, while keeping their focus steady on the other three sections.

One limitation to this conclusion is that I cannot say for certain that having the vision plan in place made Tillamook County fare better than Clatsop County on the

benchmarks. It is very difficult, if not impossible in some cases, to pinpoint the causal factors that affect the benchmark trends. However, as discussed in my third conclusion, organizations and agencies are using the benchmark data to help them allocate resources and organize their strategies. Since organizations and agencies tend to be closer to the actual issues, and if they are focusing on issues that are highlighted by the Tillamook County vision plan data, then having the vision may have made an actual impact on benchmark trends in Tillamook County.

**2. Leaders in neither county are using benchmark data to guide their decision making, yet overwhelmingly think that the County Commissioners should be.**

Two of my original questions when I started this study included: (1) are leaders in Tillamook County using the Tillamook County vision plan to guide their decision making; and (2) are leaders in Clatsop County using the Oregon Progress Board benchmarks to guide their decision making since they do not have a county-wide vision plan with benchmarks. Interview and survey data indicates that the answers to these questions is sometimes and no. An important thing to keep in mind is that the interview and survey participants were all pre-selected citizens identified as being leaders in either Tillamook or Clatsop County to determine leaders' perceptions of the Tillamook County vision plan and the Oregon Progress Board benchmarks.

Over 90% of participants had heard of the Tillamook County vision plan and claimed to have read either the plan or some of its parts. The same percentage of participants answered that the Tillamook County vision should be used to guide the decision making of the County Commissioners. Most said that the County Commissioners currently used the vision to guide decision making sometimes (a 3 on a

scale of 1 to 5). Leaders in the county did claim that their organizations had referred to the vision at least “sometimes” since its creation in 1999. An encouraging finding was that although most participants perceive the County Commissioners as not using the vision to guide decision making that often, a majority said that the vision has had an effect on decision making within organizations.

Survey and interview findings revealed that a slight majority of participants in Clatsop County had never heard of the Oregon Progress Board, and even less said that they paid attention to the county benchmarks. Over 80% said that they do not use the Oregon Progress Board benchmarks to guide decision making. A majority of participants (over 65%) said that the County Commissioners should be using the Oregon Progress Board benchmarks to guide their decision making. As in Tillamook County, participants claimed that local and county-level organizations were using the benchmarks to help guide decision making.

These findings indicate that benchmark data should be better integrated into the decision making of the County Commissioners in both counties, and more publicized when and if they are using it.

**3. Organizations and agencies in both counties do use benchmark data to help them prioritize and allocate resources; for goal setting; and to provide a focus for strategies.**

According to the literature, vision plans are needed to prioritize and allocate scarce resources (NCLP 1996). For purposes of this study, vision plans and benchmarks are considered synonymous because the Tillamook County vision plan contains benchmarks to measure progress toward its goals, and the Oregon Progress

Board benchmarks come from Oregon’s vision plan, *Oregon Shines*. Benchmarks are an important part of most vision plans, and the data from them can be used to readily identify needs and allocate resources.

As previously discussed, survey and interview participants agreed that benchmark data was being used by organizations and agencies in both counties. Leaders of such organizations and agencies said that they use benchmark data (from the Tillamook County vision plan in Tillamook County or from the Oregon Progress Board in Clatsop County) to help them prioritize needs and allocate resources, set goals, and focus on strategies. Organizations also use the county-level benchmark data as rationale for grant funding.

**4. Leaders in both counties agreed that counties and communities should have vision plans to provide them with a “roadmap” for the future.**

All of the Tillamook County participants and 90% of the Clatsop County participants agreed that counties and communities should have vision plans for the future. This indicates a desire to have a plan for the future. As one participant said, “If we do what we’ve always done, we’ll get the results we’ve always gotten.” The key is to not only have a vision plan, but also to make it effective by integrating it into the decision making of county or community officials.

## **Recommendations**

I have several recommendations for both Tillamook and Clatsop Counties. These recommendations come from my review of the literature and my analysis of benchmark, survey, and interview findings.



## **1. Integrate the Tillamook County vision plan into the decision making of the Tillamook County Commissioners.**

Survey and interview responses indicate that participants want the County Commissioners to be using the Tillamook County vision plan to guide their decision making. The Tillamook County vision plan and its benchmarks should be used more by the County Commissioners for several reasons:

- The County Commissioners appointed the Tillamook County Futures Council to create and oversee the vision using a broad campaign of public involvement. This lends explicit governmental support to the vision, and implies that the County Commissioners will make decisions based on the goals, strategies, and benchmarks contained within the vision, especially because they are based on what the public has said they want.
- County Commissioners can more easily make budget decisions by analyzing benchmark data. The purpose of benchmarks is to measure progress toward the goals contained within the vision—goals agreed upon through the public process. Budget decisions can be made and defended to the public more easily if County Commissioners use factual benchmark data to prove the need.
- With increased support and recognition from the County Commissioners, the focus can be put on those benchmarks that the County is not showing progress on and resources can be allocated in those directions to make a difference, bringing the county closer to meeting the goals listed in the vision plan.

The vision plan can be better integrated into county decision making in many ways, including: (1) inviting the Tillamook County Futures Council to county budget meetings and hearings to present the benchmark findings and make budgetary recommendations; (2) asking representatives of local organizations and agencies to present their budgetary needs based on benchmark findings; (3) asking County Commissioners or the Tillamook County Futures Council to make yearly “State of the Vision/Benchmarks” reports to the community; and (4) holding people more responsible for failing benchmarks. The County Commissioners could also incorporate the Tillamook County vision plan into annual goal setting sessions to help them focus their priorities for the coming year.

The County Commissioners might also consider institutionalizing the Tillamook County vision plan into their operations. They could do this in several ways, including:

- Make the Tillamook County Futures Council an advisory board for all budgetary matters;
- Create provisions for the Tillamook County Futures Council so that it may survive and continue to thrive through any political changes or elections that change the priorities of the County Commissioners; and
- Provide for ongoing reassessment and updating of the benchmark data contained within the vision plan.

By taking these measures, and others listed above, the County Commissioners can ensure the survival and continuation of the Tillamook County vision plan. This is especially important so that the plan can be truly effective and cannot be dismissed based on political whims.

## **2. Integrate the Oregon Progress Board benchmarks into the decision making of the Clatsop County Commissioners.**

For the same reasons as stated above, the Oregon Progress Board benchmarks should be better integrated into the decision making of Clatsop County leaders. Commissioners could make budgetary decisions and better allocate resources if their decisions were based on factual county-level data provided by the state. The benchmarks could be better integrated into county decision making by: (1) publicizing Clatsop County's results when the Oregon Progress Board releases its biannual county benchmarks report; (2) asking representatives of local organizations and agencies to present their budgetary needs based on benchmark findings; and (3) using the benchmark data as a rationale for budgetary decisions.

## **3. Keep the Tillamook County vision plan up to date and encourage the creation of a vision plan in Clatsop County.**

Findings from the survey and interviews suggest that a majority of participants view vision plans as necessary guides for the future. For this reason, it is important that the Tillamook County vision plan and its benchmarks be regularly updated, publicized, and used so that the public knows that Tillamook County leaders are prepared and ready for the future. It is equally important that Clatsop County officials consider the creation of their own county-level vision plan with its own goals, strategies, and benchmarks. Clatsop County should involve the public in the creation of the vision plan in order to give it legitimacy and provide public opinion of what they want for the future so that the plan can be used effectively in decision making.

## Questions for Further Research

While researching my study, I came across other interesting questions that could be answered with further research. These questions include:

**For communities that have their own vision plans, how do those plans align with the overall county-wide vision plan?**

In the course of my research I came across several communities within both counties that had their own vision plans. It would be interesting to see if the vision plans of the communities within Tillamook County aligned with the overall county vision plan, and if they use their own benchmarks and goals or if they rely on the ones in the county plan.

**What are average citizen's views and perceptions of decision making within counties? And a related question, What are average citizen's views of visioning processes?**

This study focused on citizens identified as leaders on both counties. What would the results be if the same questions were asked of average citizens within the counties? Since vision plans take a lot of time, effort, and resources, it is extremely important to have community buy-in to the process.

**Is it possible to identify all of the causal factors that affect benchmark data at a county level to determine how much of an impact having a county-wide vision plan has had on benchmarks relative to other factors? And a related question, Can we measure how much of an impact an organization or agency can have on benchmark trends?**

Conducting research into these two questions would give a better understanding of what causal factors affect which benchmarks and how. It would also determine, to some extent, the level of impact that can be attributed to a vision plan. This would be a good addition to research determining efficacy of vision plans. The second question would give a better understanding into how much organizations and agencies actually impact trends when they use benchmark data to help them prioritize and allocate funds and organize their strategies.

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# Appendix A

## All Oregon Progress Board County-Level Benchmarks

This section details the findings from comparing Tillamook County, Clatsop County, and Oregon's progress on each of the Oregon Progress Board's benchmarks that are measured at the county level. Unless otherwise stated, all data is from the Oregon Progress Board. Whichever county has made more progress on each particular benchmark will be identified by having either the initials TC or CC to the left of the benchmark title. If both counties have made similar or equal progress, the benchmark will be identified by this symbol ⇔ indicating that neither county has the upper hand.

### ⇔ **Benchmark #4 – Net job growth (loss) per 1,000 population**

Overall, from 1994-2004, Tillamook County, Clatsop County and Oregon all experienced net job loss. Tillamook County saw the biggest drop in its rate of job growth, losing 55% over the decade per 1,000 population. Oregon saw a loss of 53% and Clatsop County lost 35% in their rate of job growth. Although Clatsop County saw the smallest percentage of job loss overall, it also started with fewer jobs to begin with and saw more years with negative job loss than the other two. As of 2004, all three had the same job growth rate at around 8.5 per 1,000.

Table 4 shows the actual number of net job growth or loss per 1,000 population from 1994-2004.



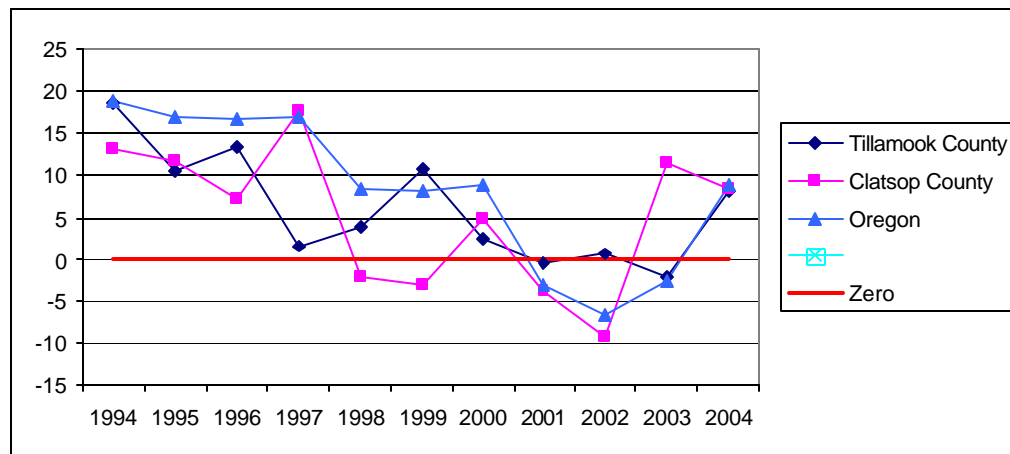
**Table 4: Net Job Growth (Loss) per 1,000 Population**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	18.6	10.6	13.3	1.5	4.0	10.7	2.6	-0.6	0.7	-2.2	8.3
<b>Clatsop County</b>	13.1	11.8	7.2	17.6	-2.3	-3.2	5.0	-3.9	-9.4	11.5	8.5
<b>Oregon</b>	18.9	17.0	16.8	16.9	8.4	8.1	8.8	-3.2	-6.8	-2.6	8.8

Source: Oregon Progress Board

Figure 4 illustrates the trends in net job growth or loss over the decade from 1994-2004. Both counties and the state have fluctuated over time and were at the same level in 2004.

**Figure 4: Net Job Growth (Loss) per 1,000 Population**



Source: Oregon Progress Board

**CC Benchmark #5 – Oregon’s concentration in professional services relative to the U.S. concentration (U.S. = 100%)**

Oregon Progress Board data indicates that both Tillamook County and Clatsop County are well below the rate of professional services offered by the state and the nation. Tillamook County has the lowest rate with around 20% for the years 2000-2004, while Clatsop County has a rate of around 33% for the same time period.

Oregon’s concentration in professional services has declined steadily except for a jump in 1999, and is currently at 72%.

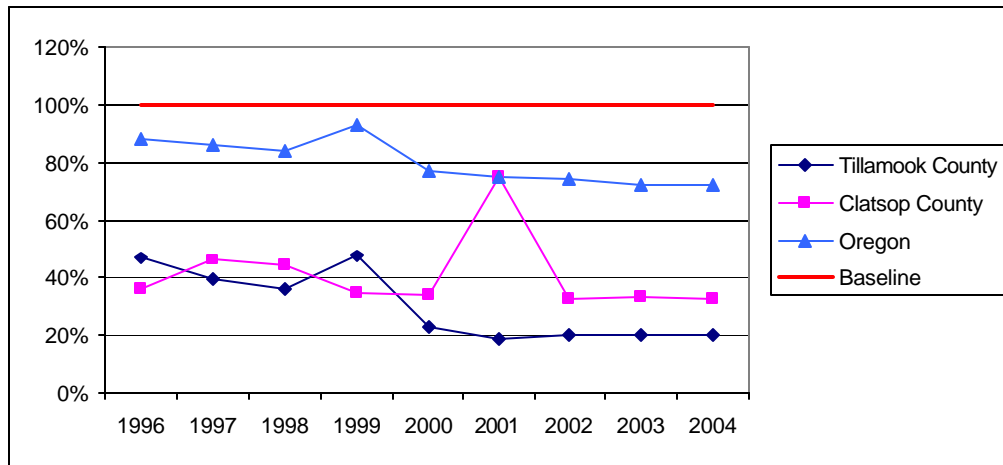
**Table 5: Oregon's concentration in professional services relative to the U.S. concentration (U.S. = 100%)**

	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	46.6%	39.3%	36.0%	47.3%	23.1%	18.9%	20.2%	20.3%	19.9%
<b>Clatsop County</b>	36.2%	46.4%	44.0%	34.8%	33.5%	75.4%	32.7%	33.0%	32.4%
<b>Oregon</b>	88.0%	86.5%	84.0%	92.8%	77.4%	75.4%	74.7%	72.7%	72.3%

Source: Oregon Progress Board

Figure 5 illustrates the trends in the concentration of professional services. The baseline is 100%, which represents the federal share of professional services. You can see that Tillamook County stayed relatively even with Clatsop County until 2000, when it dropped to a steady 20%, roughly 10% below Clatsop County and 50% below the state.

**Figure 5: Oregon's concentration in professional services relative to the U.S. concentration (U.S. = 100%)**



Source: Oregon Progress Board

**TC Benchmark #11 – Per capita personal income as a percent of the U.S. per capita income (U.S. = 100%)**

Both counties and the state remain at a lower percentage of per capita income as compared to the nation. However, Tillamook County is the only one of the three to be showing a real increase in per capita income. Over the decade from 1993-2003, Tillamook County's per capita personal income increased by 4.3%, as compared to a decrease of 5% for Clatsop County and a decrease of 2.8% for Oregon. This could

indicate an increase in well-paying jobs in Tillamook County, or a steady level of well-paying jobs with a decrease in well-paying jobs in Clatsop County and Oregon.

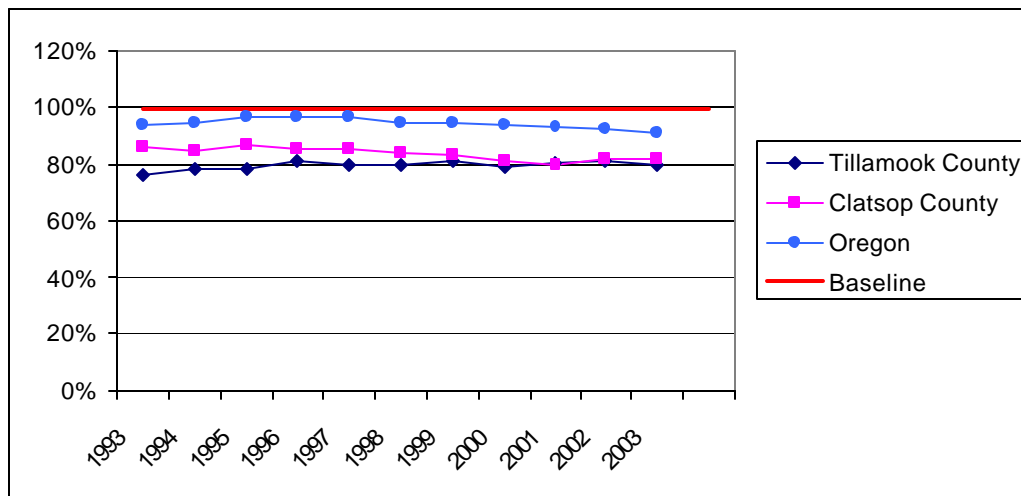
**Table 11: Per Capita Personal Income as a Percent of the U.S. Per Capita Income (U.S. = 100%)**

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
<b>Tillamook County</b>	76.8%	78.4%	78.5%	81.1%	80.1%	80.2%	81.3%	79.5%	80.8%	81.5%	80.1%
<b>Clatsop County</b>	86.3%	85.2%	87.0%	85.9%	85.5%	84.0%	83.5%	81.1%	80.3%	82.2%	82.0%
<b>Oregon</b>	93.9%	95.0%	96.6%	96.8%	96.6%	95.0%	94.8%	94.1%	93.2%	92.4%	91.3%

Source: Oregon Progress Board

Figure 11 illustrates the difference in per capita personal income between the two counties and the state. While both counties are below the state's level, Figure 11 shows that Clatsop County has been on a decline while Tillamook County has remained steady and even improved.

**Figure 11: Per Capita Personal Income as a Percent of the U.S. Per Capita Income (U.S. = 100%)**



Source: Oregon Progress Board

**TC Benchmark #12 – Average annual payroll per covered worker (all industries) 2004 dollars**

While Tillamook County still had the lowest average annual payroll as of 2004, its payroll rate was rising at a faster rate than for Oregon and at double the rate for Clatsop County over the decade from 1994-2004. In that decade, Tillamook County’s payroll rate increased at by 22% compared to only 11% for Clatsop County and 20% for Oregon.

Table 12 shows the real values of the average annual payroll for Tillamook County, Clatsop County and Oregon. In 1994, Tillamook County was \$2,285 behind Clatsop County in average annual payroll but only \$6 behind by 2004.

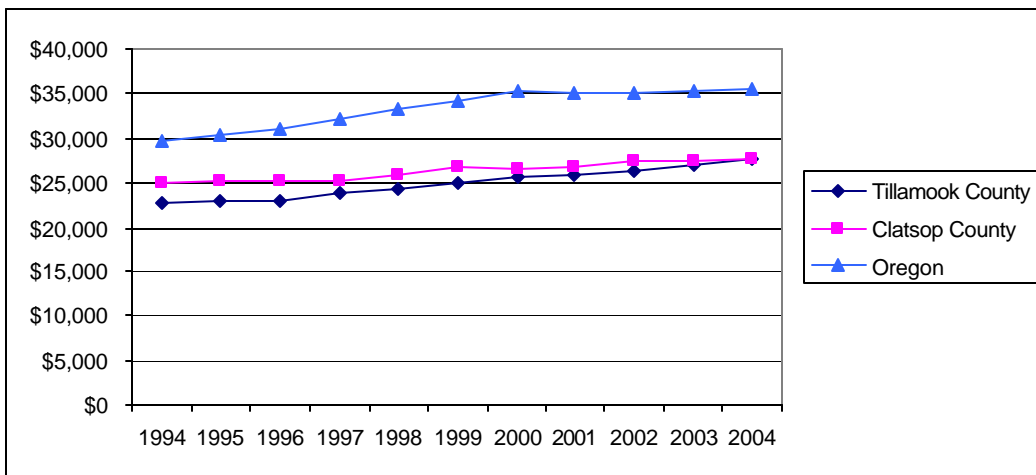
**Table 12: Average Annual Payroll Per Covered Worker (2004 Dollars)**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	\$22,748	\$22,942	\$23,074	\$23,821	\$24,462	\$25,139	\$25,801	\$25,883	\$26,452	\$27,092	\$27,726
<b>Clatsop County</b>	\$25,033	\$25,179	\$25,264	\$25,323	\$25,902	\$26,862	\$26,662	\$26,755	\$27,375	\$27,403	\$27,732
<b>Oregon</b>	\$29,802	\$30,422	\$31,157	\$32,201	\$33,196	\$34,110	\$35,341	\$35,067	\$35,077	\$35,202	\$35,618

Source: Oregon Progress Board

Figure 12 illustrates the converging of the average annual payroll rates of Tillamook and Clatsop Counties.

**Figure 12: Average Annual Payroll Per Covered Worker (2004 Dollars)**



Source: Oregon Progress Board

**CC Benchmark #15 – Oregon unemployment rate as a percent of U.S. unemployment rate**

Although Tillamook County started out with the lowest rate in 1994 at 80% of the U.S. unemployment rate, it ended in 2004 at 133%, only two percent less than the state. Over the decade from 1994-2004, Tillamook County also had the largest increase in its unemployment rate as a percent of the U.S. unemployment rate with a rise of 65%, compared to only 20% for Clatsop County and 49% for Oregon.

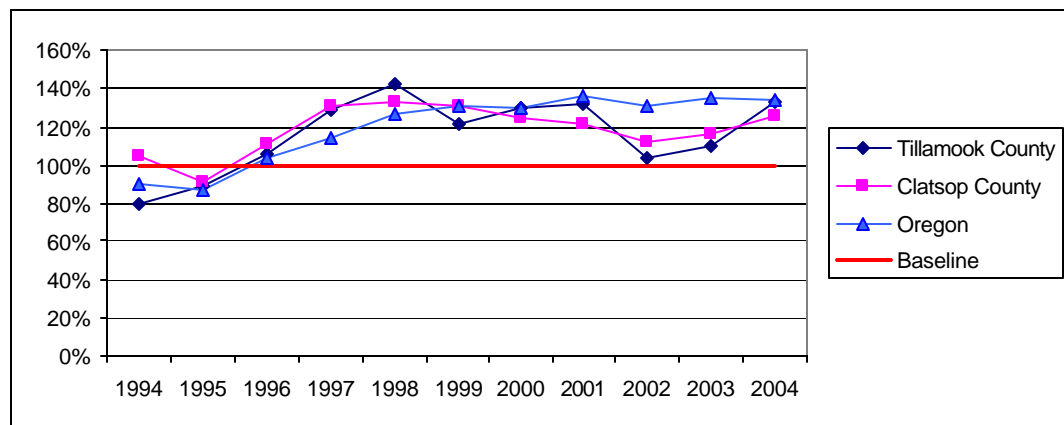
**Table 15: Oregon Unemployment Rate as a Percent of U.S. Unemployment Rate (U.S. = 100%)**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	80.3%	89.3%	105.6%	128.6%	142.2%	121.4%	130.0%	131.9%	103.4%	110.0%	132.7%
<b>Clatsop County</b>	104.9%	91.1%	111.1%	130.6%	133.3%	131.0%	125.0%	121.3%	112.1%	116.7%	125.5%
<b>Oregon</b>	90.2%	87.5%	103.7%	114.3%	126.7%	131.0%	130.0%	136.2%	131.0%	135.0%	134.5%

Source: Oregon Progress Board

Figure 15 shows that while the rates for all three have fluctuated over time, the rate for Tillamook County started out the lowest and has ended at one of the highest.

**Figure 15: Oregon Unemployment Rate as a Percent of U.S. Unemployment Rate (U.S. = 100%)**



Source: Oregon Progress Board

**↔ Benchmark #18 – Percent of children entering school ready-to-learn**

Data shows that both Tillamook County and Clatsop County are consistently better than the state in percent of children entering school ready-to-learn. Tillamook

County has shown the most improvement over time with 60% improvement, compared to 35% for Clatsop County and 37% for Oregon. However, Clatsop County has continued to show consistent improvement over time while Tillamook County's percentage dropped from 2002-2004.

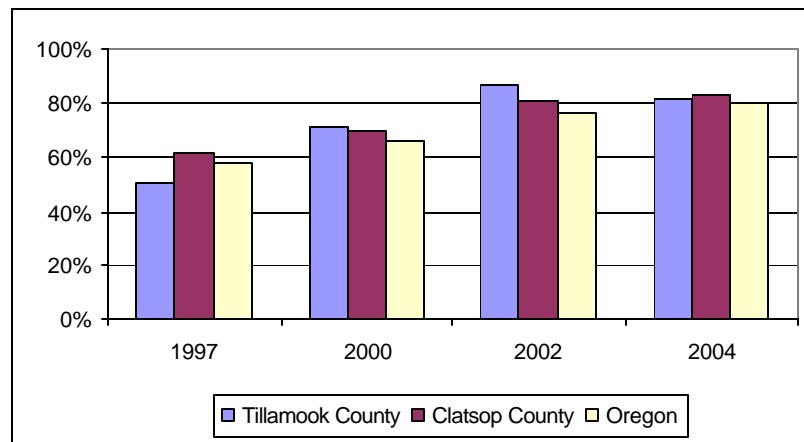
**Table 18: Percent of children entering school ready-to-learn**

	1997	2000	2002	2004
<b>Tillamook County</b>	50.8%	71.3%	86.6%	81.4%
<b>Clatsop County</b>	61.9%	70.1%	80.8%	83.3%
<b>Oregon</b>	58.1%	66.5%	76.2%	79.8%

Source: Oregon Progress Board

Figure 18 shows that Oregon has consistently trailed behind both counties in the percentage of children entering school ready-to-learn.

**Figure 18: Percent of children entering school ready-to-learn**



Source: Oregon Progress Board

**CC Benchmark #19 – Percent of 3<sup>rd</sup> grade students who achieve established skills in reading and math**

Table 19 shows the percentage of 3<sup>rd</sup> grade students who achieve established skills in reading and math. Clatsop County is indisputably doing better than Tillamook County and Oregon as a whole in 3<sup>rd</sup> grade reading skills, and is equal to Oregon's rate in 3<sup>rd</sup> grade math skills.

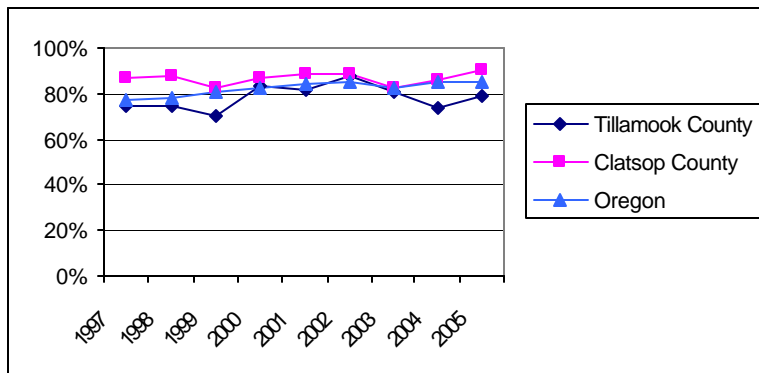
**Table 19: Percent of 3<sup>rd</sup> grade students who achieve established skills in reading and math**

Reading	1997	1998	1999	2000	2001	2002	2003	2004	2005
Tillamook County	74.4%	74.6%	70.6%	83.6%	81.8%	87.8%	81.1%	73.3%	79.0%
Clatsop County	86.7%	88.1%	82.5%	86.6%	88.7%	88.5%	82.7%	86.1%	90.6%
Oregon	77.0%	77.8%	80.8%	82.2%	84.4%	85.0%	82.4%	85.1%	85.5%
Math	1997	1998	1999	2000	2001	2002	2003	2004	2005
Tillamook County	57.9%	66.0%	61.3%	70.2%	70.4%	78.0%	74.5%	70.8%	85.5%
Clatsop County	71.9%	81.0%	72.0%	78.2%	76.4%	78.9%	77.2%	86.6%	86.0%
Oregon	63.0%	67.0%	70.0%	75.3%	74.8%	76.8%	77.6%	83.4%	86.1%

Source: Oregon Progress Board

Figures 19a and 19b illustrate the percentage of 3<sup>rd</sup> grade students with reading and math skills.

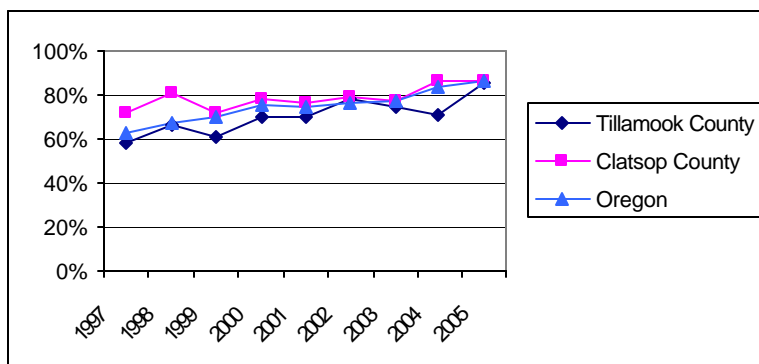
**Figure 19a: Percent of 3<sup>rd</sup> grade students who achieve established skills in reading**



Source: Oregon Progress Board  
in Clatsop County than in Tillamook County.

Figure 19a shows that Clatsop County has remained consistently above the rate for either Tillamook County or the state. In 2005, the percentage of 3<sup>rd</sup> grade students with reading skills was 10% higher

**Figure 19b: Percent of 3<sup>rd</sup> grade students who achieve established skills in math**



Source: Oregon Progress Board  
rates for math skills in all three areas converged with around 85% of 3<sup>rd</sup> graders testing for established math skills.

Figure 19b shows again that Clatsop County's rate of 3<sup>rd</sup> graders with math skills has been consistently higher than the rate for Tillamook County and Oregon. However, in 2005, the

**CC Benchmark #20 – Percent of 8<sup>th</sup> grade students who achieve established skills in reading and math**

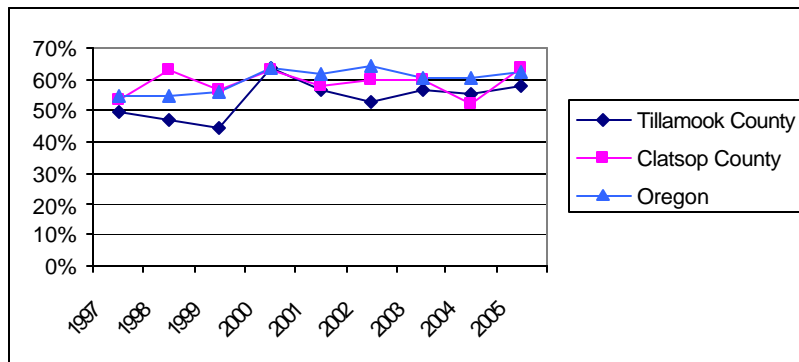
Except for a dip in both categories in 2004, Clatsop County’s percentage of 8<sup>th</sup> graders achieving established skills in reading and math has remained consistently higher than or equal to Tillamook County’s percentage. Figures 19a and 19b illustrate this phenomenon and shows that Clatsop County is ahead in both categories in 2005.

**Table 19: Percent of 8<sup>th</sup> grade students who achieve established skills in reading and math**

Reading	1997	1998	1999	2000	2001	2002	2003	2004	2005
Tillamook County	49.5%	47.3%	44.3%	63.8%	56.9%	52.8%	56.7%	55.4%	57.9%
Clatsop County	53.3%	62.9%	56.4%	63.2%	57.9%	60.1%	60.1%	52.0%	63.7%
Oregon	54.9%	54.7%	56.0%	63.6%	61.5%	64.2%	60.6%	60.5%	62.5%
Math	1997	1998	1999	2000	2001	2002	2003	2004	2005
Tillamook County	46.1%	48.8%	52.6%	56.1%	51.6%	45.3%	56.1%	63.5%	60.1%
Clatsop County	43.8%	55.1%	56.9%	55.4%	55.2%	47.8%	61.5%	55.1%	70.8%
Oregon	49.5%	50.8%	52.1%	55.6%	55.4%	56.3%	58.9%	60.4%	63.5%

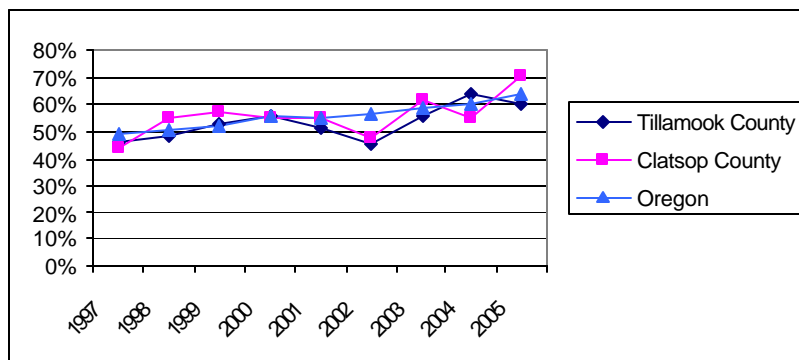
Source: Oregon Progress Board

**Figure 19a: Percent of 8<sup>th</sup> grade students who achieve established skills in reading**



Source: Oregon Progress Board

**Figure 19b: Percent of 8<sup>th</sup> grade students who achieve established skills in math**



Source: Oregon Progress Board



**CC Benchmark #22 – High school dropout rate (grades 9-12 for the listed school year)**

The high school dropout rate in both Tillamook and Clatsop Counties is lower than that for the state of Oregon as a whole, although all three have shown improvement since the 1995-96 school year. The rate for Clatsop County is the lowest of the three and has been declining steadily since 1995-96, while the rate for Tillamook County has fluctuated in those years.

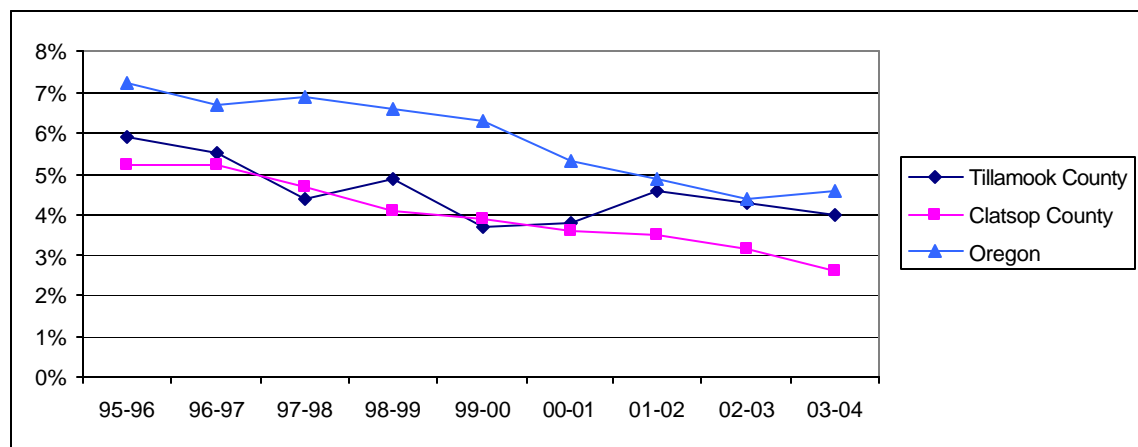
**Table 22: High School Dropout Rate**

	95-96	96-97	97-98	98-99	99-00	00-01	01-02	02-03	03-04
<b>Tillamook County</b>	5.9%	5.5%	4.4%	4.9%	3.7%	3.8%	4.6%	4.3%	4.0%
<b>Clatsop County</b>	5.2%	5.2%	4.7%	4.1%	3.9%	3.6%	3.5%	3.1%	2.6%
<b>Oregon</b>	7.2%	6.7%	6.9%	6.6%	6.3%	5.3%	4.9%	4.4%	4.6%

Source: Oregon Progress Board

Figure 22 illustrates that the high school dropout rates for both counties and Oregon have been declining over the decade since the 1995-96 school year. While Tillamook County’s rate of high school dropouts has fluctuated, the rates for Clatsop County and Oregon have shown a steady decline over the years.

**Figure 22: High School Dropout Rate**



Source: Oregon Progress Board

**CC Benchmark #23 – Percent of Oregon adults (25 years and older) who have completed high school (or GED) or more**

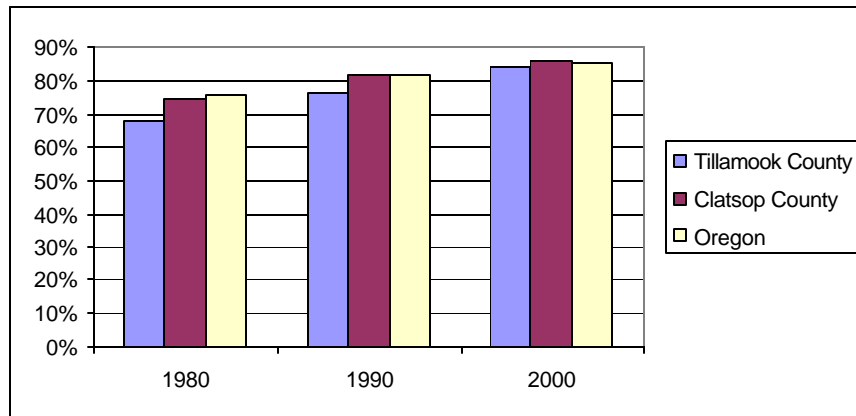
Rates of high school completers for both counties and the state of Oregon have increased since 1980. Figure 23 shows that Tillamook County has consistently had a lower percentage of high school completers than either Clatsop County or Oregon, whose rates have remained relatively similar over the two decades. By 2000, the rates for all three were relatively equal, with Tillamook County slightly behind Oregon and Clatsop County.

**Table 23: Percentage of Oregon adults (25 years or older) who have completed high school (or GED) or more**

	1980	1990	2000
<b>Tillamook County</b>	68.2%	76.3%	84.1%
<b>Clatsop County</b>	74.4%	81.8%	85.6%
<b>Oregon</b>	75.6%	81.5%	85.1%

Source: Oregon Progress Board

**Figure 23: Percentage of Oregon adults (25 years or older) who have completed high school (or GED) or more**



Source: Oregon Progress Board

**CC Benchmark #26a – Percent of Oregon adults (25 years and older) who have completed a Baccalaureate degree or more**

Both Tillamook County and Clatsop County lag behind the state of Oregon as a whole in their percentage of adults with Bachelor’s degrees. Figure 26 illustrates that Clatsop County has a higher rate of adults with Bachelor’s degrees than Tillamook

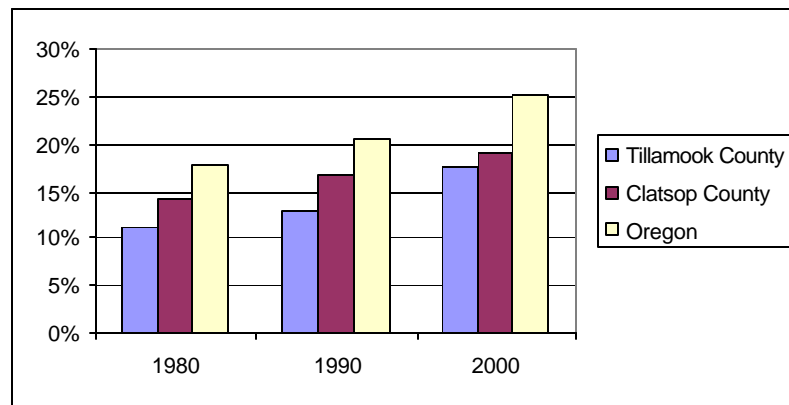
County. Similar to benchmark #23, the rates in the counties are getting closer together in 2000, with Tillamook County only slightly behind Clatsop County.

**Table 26: Percent of Oregon Adults (25 years and older) who have completed a Baccalaureate degree or more**

	1980	1990	2000
<b>Tillamook County</b>	11.2%	13.1%	17.6%
<b>Clatsop County</b>	14.3%	16.7%	19.1%
<b>Oregon</b>	17.9%	20.6%	25.1%

Source: Oregon Progress Board

**Figure 26: Percent of Oregon Adults (25 years and older) who have completed a Baccalaureate degree or more**



Source: Oregon Progress Board

**TC Benchmark #39 – Pregnancy rate per 1,000 females ages 10-17**

After having the highest rate of pregnancy in 1990, Tillamook County had the lowest rate in 2003 with only 6.7 pregnancies per 1,000 females aged 10-17. This is compared to 9.5 for Clatsop County and 10.5 for Oregon. Rates for both counties fluctuated dramatically in the years from 1990 to 2003, with only Oregon showing a steady decline in teenage pregnancies overall.

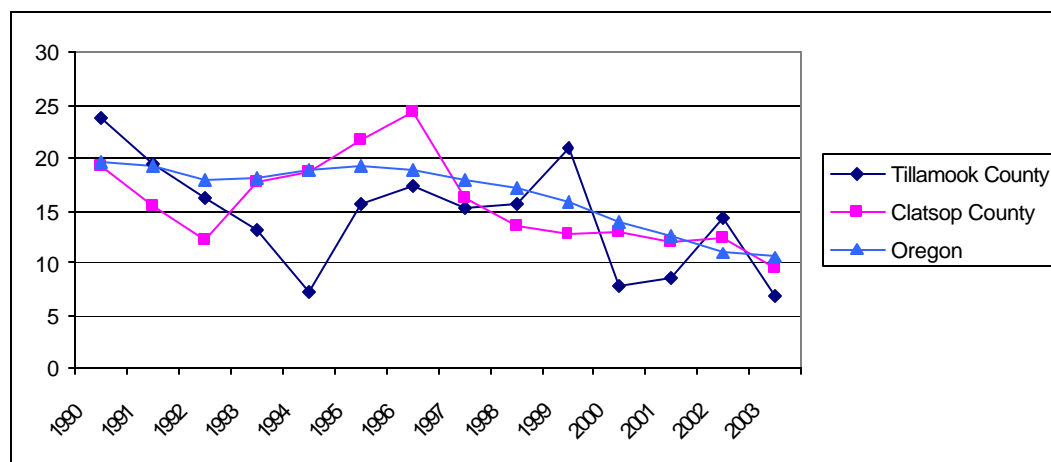
**Table 39: Pregnancy Rate per 1,000 Females Ages 10-17**

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
<b>Tillamook County</b>	23.8	19.4	16.3	13.3	7.1	15.7	17.3	15.2	15.6	21.0	7.8	8.5	14.4	6.7
<b>Clatsop County</b>	19.3	15.5	12.3	17.7	18.7	21.7	24.4	16.3	13.6	12.9	13.0	12.0	12.4	9.5
<b>Oregon</b>	19.7	19.3	17.9	18.2	18.9	19.2	18.8	18.0	17.2	15.9	14.0	12.6	10.9	10.5

Source: Oregon Progress Board

Figure 39 illustrates how much the rate of teenage pregnancies in both counties has fluctuated in the years from 1990-2000. After a brief increase in 2002, Tillamook County's rate was the lowest of the three in 2003.

**Figure 39: Pregnancy Rate per 1,000 Females Ages 10-17**



Source: Oregon Progress Board

**TC Benchmark #40 – Percent of babies whose mothers received prenatal care beginning in the first trimester**

For the period from 1992-2003, Tillamook County's rate of mothers who received prenatal care beginning in the first trimester has been equal to or higher than the rate for Clatsop County and Oregon.

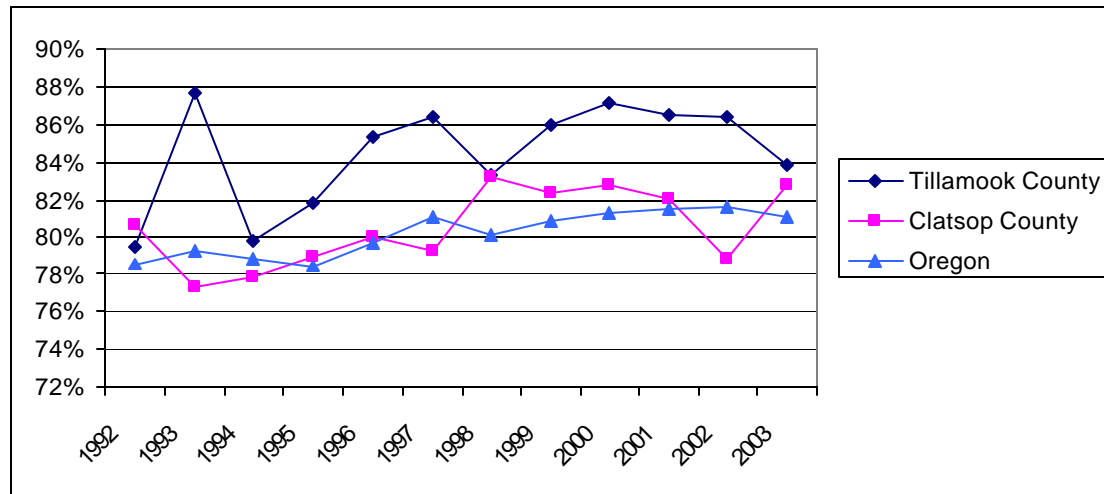
**Table 40: Percent of babies whose mothers received prenatal care beginning in the first trimester**

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
<b>Tillamook County</b>	79.5%	87.7%	79.8%	81.8%	85.3%	86.4%	83.3%	86.0%	87.1%	86.5%	86.4%	83.9%
<b>Clatsop County</b>	80.7%	77.3%	77.8%	79.0%	80.0%	79.3%	83.2%	82.4%	82.8%	82.1%	78.9%	82.8%
<b>Oregon</b>	78.6%	79.3%	78.9%	78.5%	79.7%	81.1%	80.2%	80.9%	81.3%	81.5%	81.6%	81.1%

Source: Oregon Progress Board

Figure 40 illustrates that although Tillamook County's rate has remained the highest over the decade, it has fluctuated over the years and declined from 2002 to 2003. In the same period, Clatsop County's rate increased so that both were higher than the rate for Oregon in 2003.

**Figure 40: Percent of babies whose mothers received prenatal care beginning in the first trimester**



Source: Oregon Progress Board

**TC Benchmark #41 – Infant mortality rate per 1,000**

Tillamook County started out with the highest rate of infant mortality per 1,000 infants in 1992, with more than double the rate of that for Clatsop County and Oregon. Following that, Tillamook County’s rate fluctuated and even dropped to zero for two years in a row before increasing again and ending in 2003 with an infant mortality rate of 8 infants per 1,000 as compared to a high of 16 infants per 1,000 in Clatsop County.

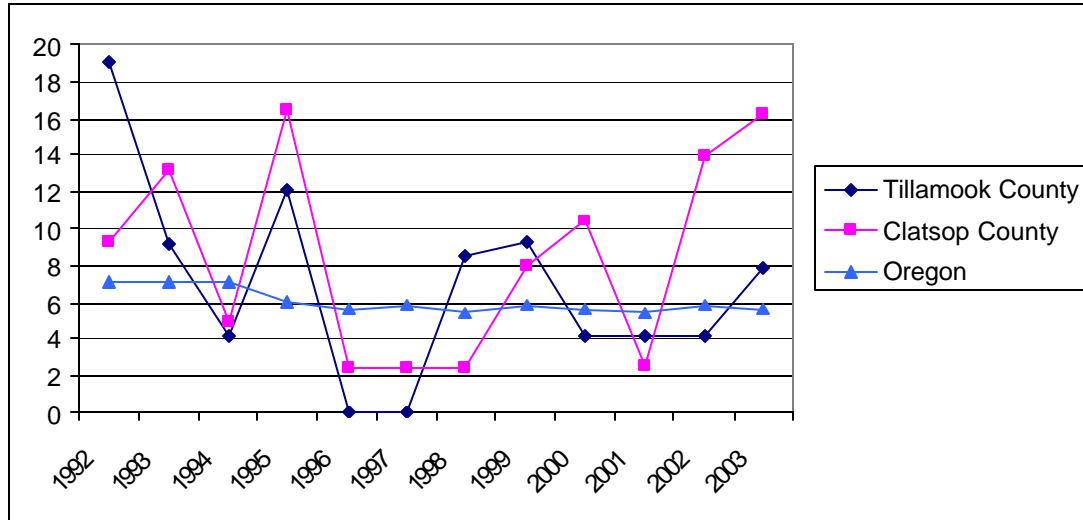
**Table 41: Infant Mortality Rate per 1,000**

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
<b>Tillamook County</b>	19	9.1	4.2	12.1	0	0	8.5	9.3	4.2	4.2	4.1	7.9
<b>Clatsop County</b>	9.3	13.2	4.9	16.5	2.5	2.4	2.5	8	10.4	2.6	13.9	16.3
<b>Oregon</b>	7.1	7.1	7.1	6.1	5.6	5.8	5.4	5.8	5.6	5.4	5.8	5.6

Source: Oregon Progress Board

Figure 41 illustrates the fluctuation in both counties’ rates over the years from 1992-2003. In that time period the infant mortality rate for the state stayed relatively flat, with an average of 6 infants per 1,000. The rates for Tillamook County and Clatsop County mirrored each other over the decade until 2002, when Clatsop County experienced a steep increase in infant mortality.

**Figure 41: Infant Mortality Rate per 1,000**



Source: Oregon Progress Board

↔ **Benchmark #43 – Number of cases of HIV infection among adolescents and adults (13 and older)**

Because Clatsop County has a larger population by about 10,000 residents, it is not reasonable to weigh the number of HIV cases per county as a fair comparison.

When measured by average number of cases over the period from 1992-2004, Clatsop County has a slightly higher average, with 1.9 as compared to 1.2 for Tillamook County. However, the rates for both counties have remained very similar since 2001.

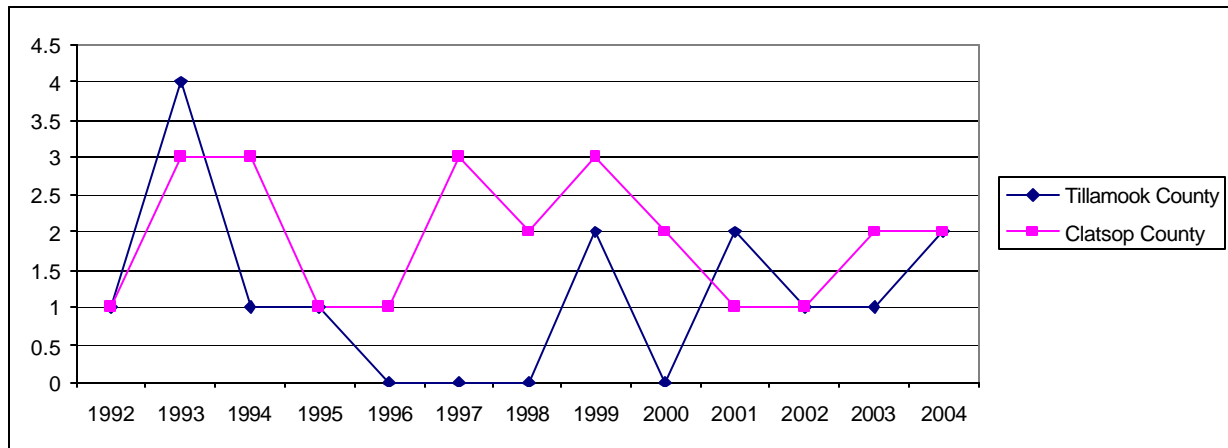
**Table 43: Number of Cases of HIV Infection Among Adolescents and Adults (13 and older)**

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	1	4	1	1	0	0	0	2	0	2	1	1	2
<b>Clatsop County</b>	1	3	3	1	1	3	2	3	2	1	1	2	2
<b>Oregon</b>	538	485	423	411	372	282	271	262	250	270	303	297	273

Source: Oregon Progress Board

Figure 43 illustrates that the number of cases of HIV infection in both counties has mirrored each other over the period from 1992 to 2004, with Tillamook County having a slightly lower number than Clatsop County.

**Figure 43: Number of Cases of HIV Infection Among Adolescents and Adults (13 and older)**



Source: Oregon Progress Board

↔ **Benchmark #45 – Premature death: Years of life lost before age 70 (per 1,000 Oregonians)**

The rate of premature death in both counties has been consistently higher than the rate for the state except for a few notable instances in the 1990s when Tillamook County’s rate was lower. Clatsop County has had the highest average rate of premature death over the decade from 1993-2003 with an average of 68.5, compared to 62.1 for Tillamook County and 56.8 for Oregon.

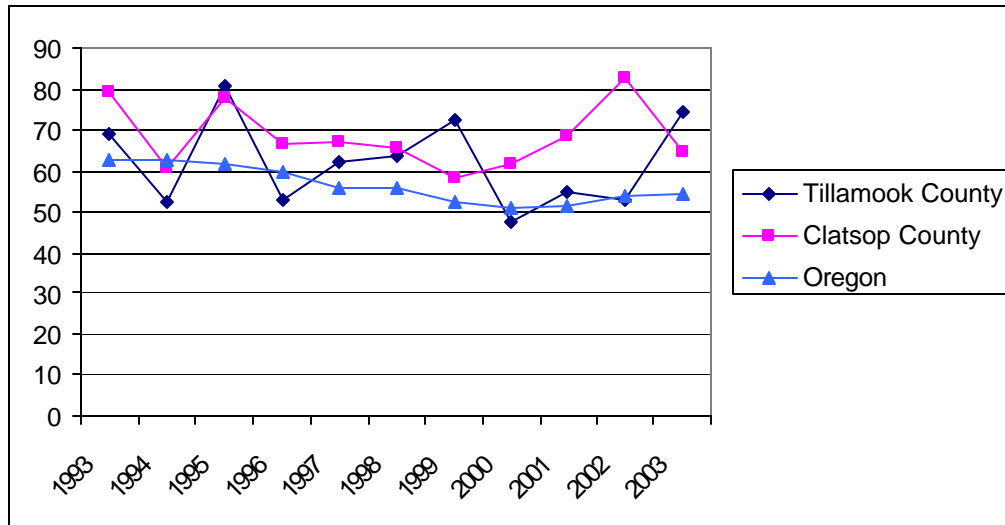
**Table 45: Premature Death: Years of Life Lost Before Age 70 (per 1,000)**

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
<b>Tillamook County</b>	69	52.4	80.6	52.9	62.3	63.7	72.4	47.5	54.9	53.2	74.4
<b>Clatsop County</b>	79.3	61	77.9	66.7	67.1	65.6	58.2	61.8	68.6	82.7	64.5
<b>Oregon</b>	62.9	62.9	62	59.9	56.1	56.1	52.5	51.3	51.8	54.1	54.7

Source: Oregon Progress Board

Figure 45 illustrates that although Tillamook County’s rate of premature death is the highest of the three in 2003, it has remained consistently lower than the rate for Clatsop County over the decade.

**Figure 45: Premature Death: Years of Life Lost Before Age 70 (per 1,000)**



Source: Oregon Progress Board

⇔ **Benchmark #48 – Number of child care slots available for every 100 children under age 13**

In 1997, Tillamook County had the highest number of child care slots available with 35, compared to only 24 for Clatsop County and 20 for Oregon overall. Since 1997, the number of child care slots for both counties and the state has decreased dramatically. From 1997-2004, the number of child care slots available in Tillamook County decreased by 59%; while the number of slots decreased by 41% in Clatsop County and 16% in Oregon.

**Table 48: Number of Child Care Slots Available for Every 100 Children Under Age 13**

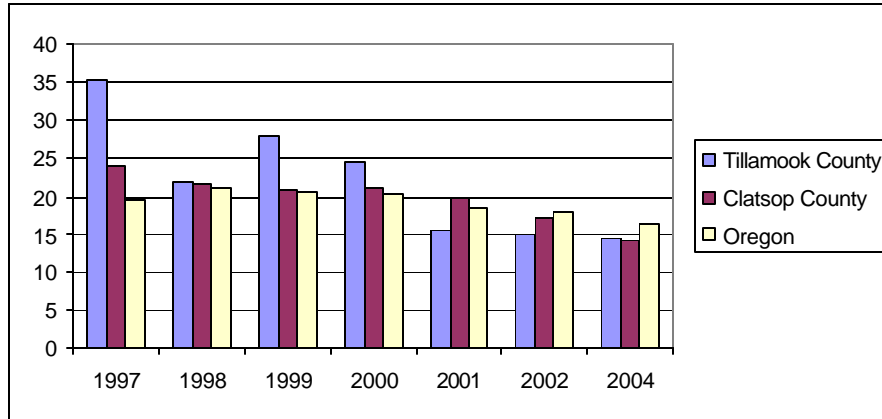
	1997	1998	1999	2000	2001	2002	2004
<b>Tillamook County</b>	35.4	21.9	28.1	24.5	15.5	14.9	14.4
<b>Clatsop County</b>	24	21.6	21	21.3	19.8	17.3	14.1
<b>Oregon</b>	19.6	21.1	20.7	20.4	18.5	18	16.5

Source: Oregon Progress Board

Figure 48 illustrates that Tillamook County had the most available child care slots until 2000 when the number dropped significantly. Numbers of available child care slots have consistently decreased over time for both counties and the state.



**Figure 48: Number of Child Care Slots Available for Every 100 Children Under Age 13**



Source: Oregon Progress Board

↔ **Benchmark #49 – Percent of 8<sup>th</sup> grade students who report using cigarettes, alcohol or illicit drugs in the previous 30 days**

Alcohol and drug use among 8<sup>th</sup> graders continues to be a problem in both Tillamook and Clatsop Counties. In 2004, both counties had the same percentage of alcohol and drug use, 36% and 23% respectively; higher in both categories than Oregon overall. The rate of cigarette use has declined in both Tillamook County and Oregon, with only Clatsop County showing an increase in 2004.

**Table 49: Percent of 8<sup>th</sup> Grade Students Who Report Using Cigarettes, Alcohol or Illicit Drugs in the Previous 30 Days**

<b>Alcohol</b>	<b>1998</b>	<b>2000</b>	<b>2002</b>	<b>2004</b>
<b>Tillamook County</b>	34.3%	32.1%	27.3%	36.4%
<b>Clatsop County</b>	32.0%	25.6%	27.1%	36.4%
<b>Oregon</b>	26.0%	26.4%	25.4%	30.0%
<b>Illicit Drugs</b>	<b>1998</b>	<b>2000</b>	<b>2002</b>	<b>2004</b>
<b>Tillamook County</b>	23.1%	19.3%	9.4%	23.2%
<b>Clatsop County</b>	22.4%	12.8%	28.2%	23.2%
<b>Oregon</b>	18.6%	13.3%	18.3%	17.0%
<b>Cigarettes</b>	<b>1998</b>	<b>2000</b>	<b>2002</b>	<b>2004</b>
<b>Tillamook County</b>	26.8%	14.0%	12.7%	7.9%
<b>Clatsop County</b>	19.5%	22.5%	12.7%	18.1%
<b>Oregon</b>	20.1%	13.1%	10.7%	8.1%

Source: Oregon Progress Board

Figures 49a, b and c demonstrate the rate of alcohol, illicit drug and cigarette use among 8<sup>th</sup> graders in Tillamook County, Clatsop County and Oregon for the years 1998 to 2004.

**Figure 49a: Percent of 8<sup>th</sup> Grade Students Who Report Using Alcohol in the Previous 30 Days**

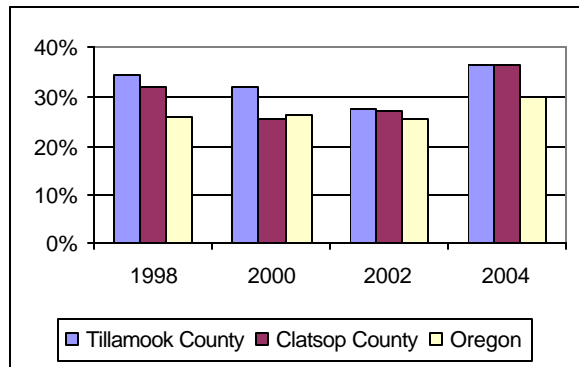


Figure 49a shows that alcohol use among 8<sup>th</sup> graders increased in 2004 in both Tillamook and Clatsop Counties to a high of 36%. The rate of alcohol use in both counties increased at a faster rate than for the state over the six year period.

Source: Oregon Progress Board

**Figure 49b: Percent of 8<sup>th</sup> Grade Students Who Report Using Illicit Drugs in the Previous 30 Days**

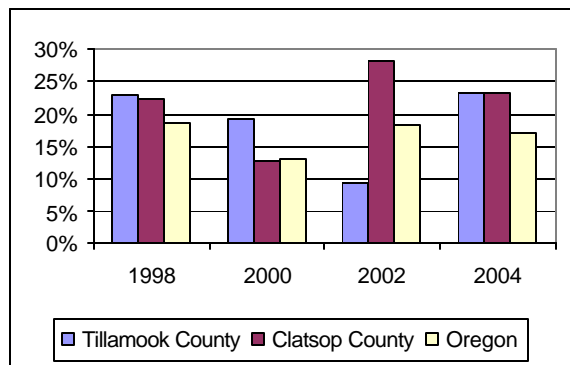


Figure 49b shows a decline of drug use in Tillamook County in 2000 and 2002 before increasing again in 2004. Clatsop County had a sharp increase in 2002 followed by a decrease in 2004 to share the same percentage as Tillamook County, 23% of 8<sup>th</sup> graders using drugs.

Source: Oregon Progress Board

**Figure 49c: Percent of 8<sup>th</sup> Grade Students Who Report Using Cigarettes in the Previous 30 Days**

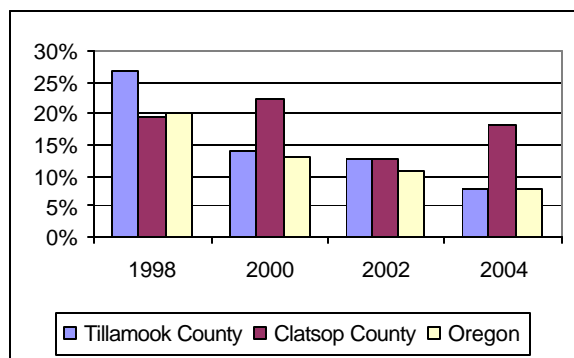


Figure 49c illustrates that cigarette use has continued to decline in both Tillamook County and the state over the six year period. Clatsop County had been on a decline since 2000, and then had a large increase in cigarette use in 2004. In

Source: Oregon Progress Board

2004, both Tillamook County and the state had 8% of 8<sup>th</sup> graders that admitted smoking cigarettes, compared with 18% in Clatsop County.



**Benchmark #50a – Percent of children, per 1,000 persons under 18, who are abused or neglected or who are at risk of abuse or neglect**

The rate of abused or neglected children is higher in both Tillamook and Clatsop Counties than for Oregon overall. Over the decade from 1994-2004, Tillamook County had a slightly higher rate overall with 18 children per 1,000 abused or neglected or at risk for abuse and neglect, compared to 16 in Clatsop County and 11 in Oregon.

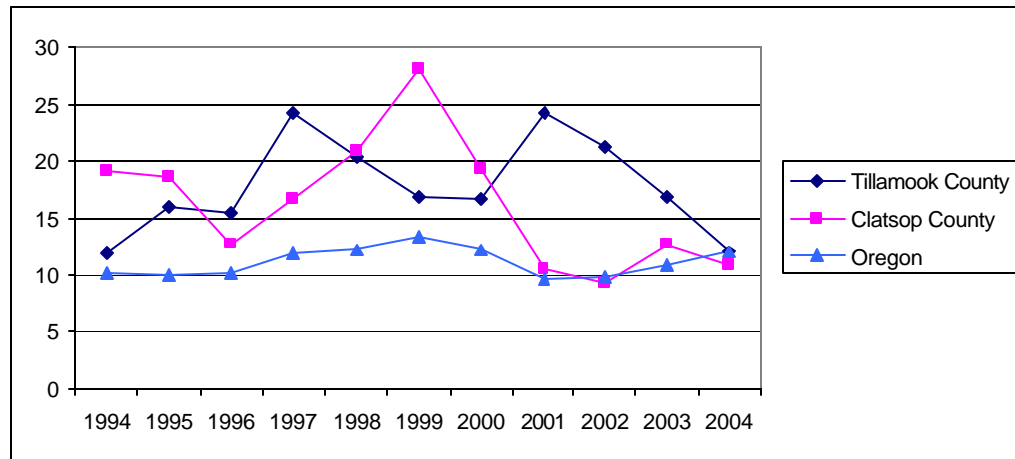
**Table 50: Percent of Children, Per 1,000 Persons under 18, Who Are Abused or Neglected or Who Are At Risk of Abuse or Neglect**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	11.8	16	15.5	24.2	20.4	17	16.8	24.3	21.3	16.9	12
<b>Clatsop County</b>	19.1	18.6	12.8	16.8	20.9	28.1	19.3	10.4	9.3	12.8	10.8
<b>Oregon</b>	10.1	10	10.2	11.8	12.2	13.5	12.2	9.6	9.7	10.8	12

Source: Oregon Progress Board

The chart below illustrates that both counties have consistently had a higher rate of child abuse or neglect than the state. While rates in both counties have fluctuated, they have both seen a decrease in the past four or five years and continue to be on a downward trend and are now even with the state. Clatsop County had the highest rate of child abuse or neglect in 1999; however, Tillamook County has had a slightly higher average rate overall.

**Figure 50: Percent of Children, Per 1,000 Persons under 18, Who Are Abused or Neglected or Who Are At Risk of Abuse or Neglect**



Source: Oregon Progress Board

↔ **Benchmark #52a – Percent of infants whose mothers used alcohol or tobacco during pregnancy (self reported by mother)**

The percentage of mothers using alcohol during pregnancy remains very low for both Tillamook and Clatsop Counties and the state overall. Mothers using tobacco during pregnancy, however, is higher in both counties than for Oregon overall. Over the decade from 1993-2003, the percentage of mothers using tobacco while pregnant was highest in Clatsop County at 23.5%, followed by 22% in Tillamook County and 15.4% for the state.

**Table 52: Percent of Infants Whose Mothers Used Alcohol or Tobacco during Pregnancy**

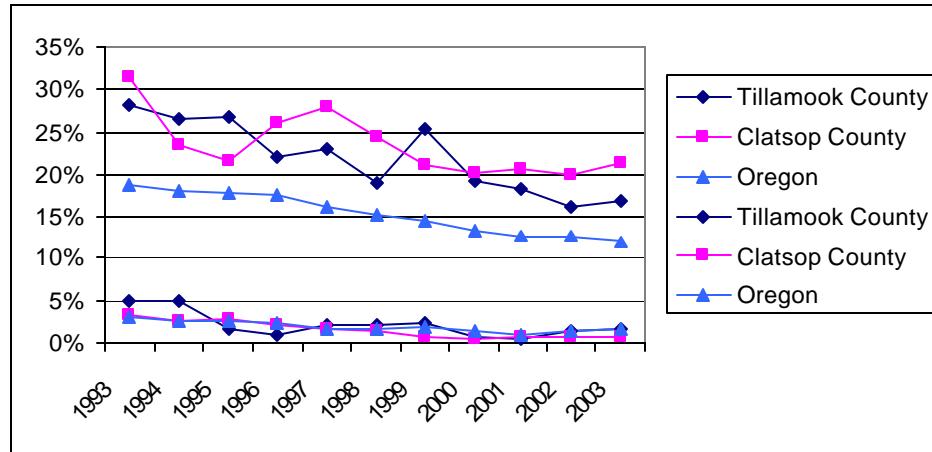
<b>Alcohol</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
<b>Tillamook County</b>	5.0%	5.0%	1.6%	0.9%	2.0%	2.2%	2.3%	0.8%	0.4%	1.3%	1.6%
<b>Clatsop County</b>	3.2%	2.5%	2.8%	2.0%	1.7%	1.3%	0.8%	0.5%	0.8%	0.7%	0.8%
<b>Oregon</b>	3.0%	2.7%	2.5%	2.3%	1.6%	1.6%	1.9%	1.4%	1.0%	1.3%	1.6%
<b>Tobacco</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
<b>Tillamook County</b>	28.3%	26.5%	26.7%	22.1%	23.0%	19.0%	25.4%	19.2%	18.3%	16.3%	16.9%
<b>Clatsop County</b>	31.4%	23.5%	21.7%	26.1%	28.0%	24.4%	21.1%	20.3%	20.7%	19.9%	21.4%
<b>Oregon</b>	18.8%	18.1%	17.8%	17.7%	16.2%	15.2%	14.5%	13.3%	12.8%	12.6%	12.0%

Source: Oregon Progress Board

Figure 52 illustrates the percentage of mothers using alcohol or tobacco during pregnancy. Alcohol use is represented in the bottom of the chart with tobacco use represented in the higher trend lines. The rates of tobacco use have fluctuated and

declined in the counties since 1999, yet they have remained consistently higher than the rate for Oregon.

**Figure 52: Percent of Infants Whose Mothers Used Alcohol or Tobacco during Pregnancy**



Source: Oregon Progress Board

**TC Benchmark #53 – Percent of Oregonians with incomes below 100% of the federal poverty level**

Rates of poverty in both counties remained above the rate for Oregon overall until 2002 when Tillamook County’s rate dropped and stayed consistent with the state rate through 2005. Clatsop County continues to have a slightly higher rate than both Tillamook County and Oregon.

**Table 53: Percent of Oregonians with Incomes Below 100% of the Federal Poverty Level**

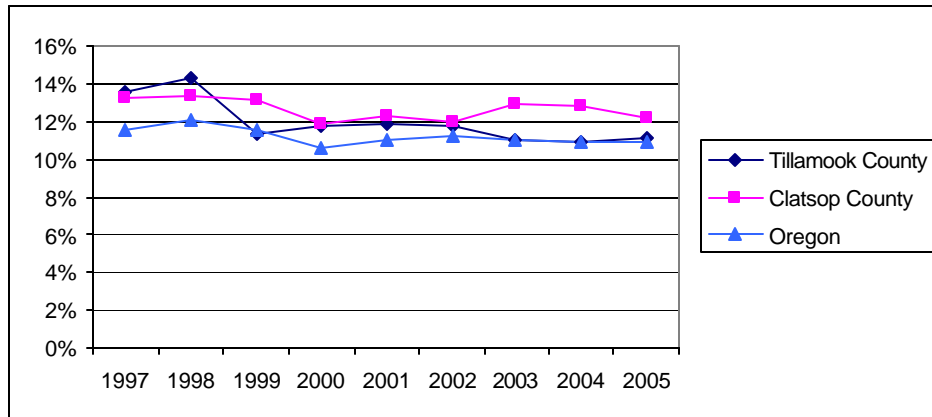
	1997	1998	1999	2000	2001	2002	2003	2004	2005
<b>Tillamook County</b>	13.6%	14.3%	11.4%	11.8%	11.9%	11.8%	11.1%	11.0%	11.2%
<b>Clatsop County</b>	13.3%	13.4%	13.2%	11.9%	12.3%	12.0%	12.9%	12.8%	12.2%
<b>Oregon</b>	11.6%	12.1%	11.6%	10.6%	11.1%	11.3%	11.1%	11.0%	11.0%

Source: Oregon Progress Board

**Note:** Additional data was provided for this benchmark from the Oregon Department of Human Services. Data on the “estimated population of the county” and the “estimated persons below poverty” were collected for each month and then averaged to get annual percentages of persons below poverty for the years 2004 and 2005.

Figure 53 shows the rates of poverty staying relatively flat after the year 2000. In 2002, rates for Tillamook and Clatsop Counties diverged with Tillamook County's rate lowering and Clatsop County's rate increasing. The trend lines for the counties indicate that their rates may again converge in the near future.

**Figure 53: Percent of Oregonians with Incomes Below 100% of the Federal Poverty Level**



Source: Oregon Progress Board

↔ **Benchmark #58 – Percent of seniors living independently**

The percent of seniors living independently is slightly higher in both counties than for the state, although all three have consistent rates of over 96% living independently.

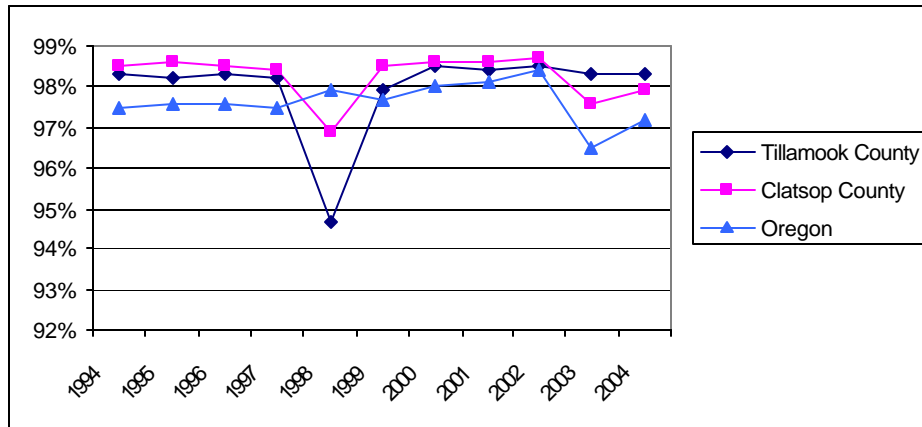
**Figure 58: Percent of Seniors Living Independently**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	98.3%	98.2%	98.3%	98.2%	94.7%	97.9%	98.5%	98.4%	98.5%	98.3%	98.3%
<b>Clatsop County</b>	98.5%	98.6%	98.5%	98.4%	96.9%	98.5%	98.6%	98.6%	98.7%	97.6%	97.9%
<b>Oregon</b>	97.5%	97.6%	97.6%	97.5%	97.9%	97.7%	98.0%	98.1%	98.4%	96.5%	97.2%

Source: Oregon Progress Board

The figure below shows that there is a generally high rate of seniors living independently in both counties and the state overall. Except for a drop of around 4% in 1998, Tillamook County's percentage of seniors living alone is consistently over 98%.

**Figure 58: Percent of Seniors Living Independently**



Source: Oregon Progress Board

**TC Benchmark #61 – Overall reported crimes per 1,000 Oregonians**

Crime rates are significantly higher in Clatsop County than Tillamook County or Oregon. In the period from 1992-2003, Clatsop County averaged 183 crimes per 1,000 while Tillamook County had an average of only 108. Oregon’s average was in the middle of the two with 137 crimes per 1,000.

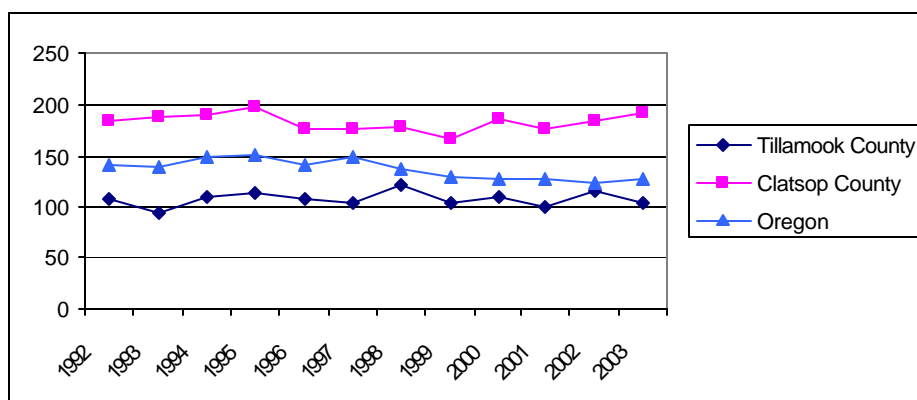
**Table 61: Overall Reported Crimes per 1,000**

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
<b>Tillamook County</b>	108.2	95	109.6	114.5	108.3	105.2	122	104.1	110.9	100.4	117	105.3
<b>Clatsop County</b>	184	187.3	189.6	197.5	176	177.1	177.9	167.6	185.5	175.5	184.8	191.6
<b>Oregon</b>	140.9	140.3	148.3	152.1	142.4	149.2	138.1	129.3	128	128.4	124.2	127.7

Source: Oregon Progress Board

Figure 61 illustrates the discrepancy in crime rates between Clatsop and Tillamook Counties. Tillamook County’s crime rate remained relatively flat over the years from 1993 to 2003, while Oregon’s rate has shown a slight decrease. Clatsop County’s rate decreased in 1996 yet has been on an upward trend since 2001.

**Figure 61: Overall Reported Crimes per 1,000**



Source: Oregon Progress Board

**CC Benchmark #62 – Juvenile arrests for person and property crimes per 1,000 juvenile Oregonians per year**

Although Clatsop County has a higher rate of overall crime than Tillamook County and Oregon, it has a slightly lower rate of juvenile crime than Tillamook County and is consistent with the overall rate for Oregon. The bulk of juvenile crime in both counties and Oregon is property crime, and all three have low levels of juvenile crimes against persons. Tillamook County has the highest rate of overall juvenile arrests of the three.

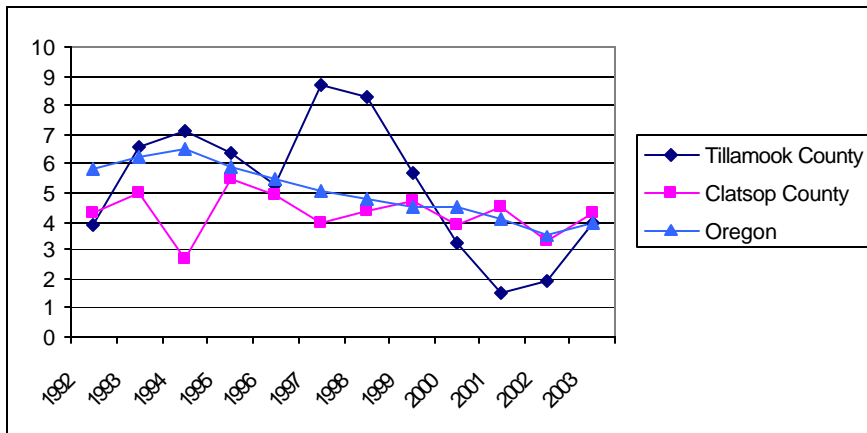
**Table 62: Juvenile Arrests per 1,000 Juveniles**

Overall Crime	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Average
<b>Tillamook County</b>	26.6	34.5	52.7	39.1	32.2	26.4	32.2	16.5	12.5	11	12.1	17.8	<b>26</b>
<b>Clatsop County</b>	25.7	27.5	21.9	33	31.6	22.5	20.9	20.7	16.7	12.9	17	19.9	<b>23</b>
<b>Oregon</b>	28.8	29.3	30	27.4	26.6	24.7	21.8	19.6	18.6	16.8	14.9	16.6	<b>23</b>
<b>Crimes Against Persons</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	
<b>Tillamook County</b>	3.9	6.6	7.1	6.4	5.3	8.7	8.3	5.7	3.2	1.5	1.9	4	<b>5</b>
<b>Clatsop County</b>	4.3	5	2.7	5.5	4.9	4	4.4	4.7	3.9	4.5	3.3	4.3	<b>4</b>
<b>Oregon</b>	5.8	6.2	6.5	5.9	5.5	5.1	4.8	4.5	4.5	4.1	3.5	4	<b>5</b>
<b>Property Crime</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	
<b>Tillamook County</b>	22.7	27.9	45.6	32.7	27	17.7	23.9	10.8	9.3	9.5	10.2	13.8	<b>21</b>
<b>Clatsop County</b>	21.3	22.5	19.2	27.5	26.6	18.5	16.5	15.9	12.8	8.4	13.7	15.6	<b>18</b>
<b>Oregon</b>	23	23.1	23.5	21.5	21	19.6	17	15.1	14.1	12.7	11.4	12.6	<b>18</b>

Source: Oregon Progress Board



**Figure 62a: Juvenile Arrests for Crimes Against Persons per 1,000 Juveniles**

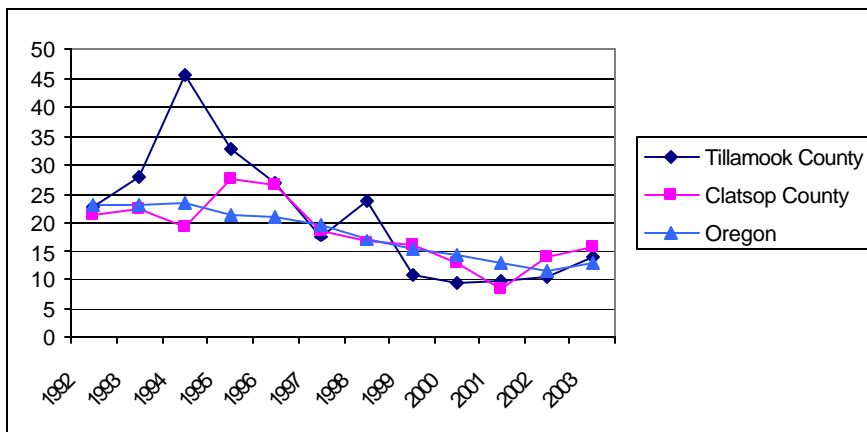


Source: Oregon Progress Board

County stayed relatively flat except for a notable decrease in 1994. The rate for Oregon has declined consistently since 1994. Although juvenile crimes against persons in Tillamook County declined significantly from 1997 to 2001, the rate has shown an increase since 2002.

Figure 62a illustrates how much Tillamook County’s rate of juvenile crimes against persons has fluctuated over the period from 1992 to 2003. In that period, juvenile crimes against persons in Clatsop

**Figure 62b: Juvenile Arrests for Property Crimes per 1,000 Juveniles**



Source: Oregon Progress Board

juvenile property crime in Clatsop County and Oregon have also been declining steadily, yet all three are on an upward swing as of 2002.

Figure 62b again illustrates the fluctuation in Tillamook County’s rate of juvenile property crimes. After a high of 52.7 in 1994, Tillamook County’s rate has been on a steady decline. The rates of

**TC Benchmark #73 – Percent of Oregon households that are owner occupied**

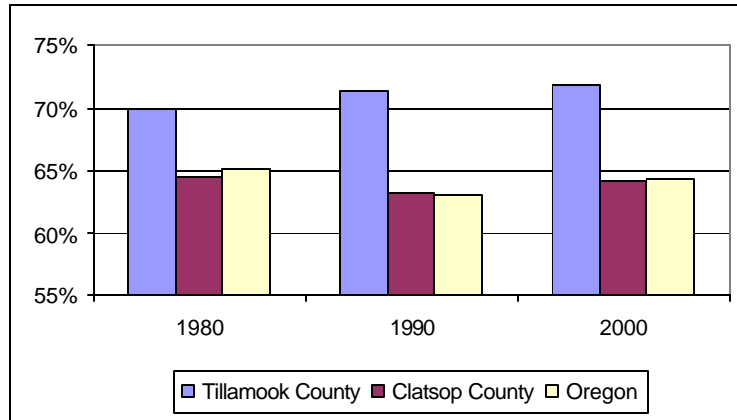
Tillamook County’s rate of households that are owner occupied is consistently higher than the rate for Clatsop County and Oregon overall by around 5% of all households. The rates for Clatsop County and Oregon remained constant with each other for the two decades from 1980 to 2000.

**Table 73: Percent of Households that are Owner Occupied**

	1980	1990	2000
<b>Tillamook County</b>	70.0%	71.3%	71.8%
<b>Clatsop County</b>	64.5%	63.2%	64.2%
<b>Oregon</b>	65.1%	63.1%	64.3%

Source: Oregon Progress Board

**Table 73: Percent of Households that are Owner Occupied**



Source: Oregon Progress Board

**TC Benchmark #74 – Percent of renters or owners below median income spending more than 30% of income for housing (including utilities)**

Tillamook County has a higher level of housing affordability than Clatsop County or the state overall. There are fewer owners and renters in Tillamook County spending 30% or more of their income on housing than in Clatsop County or Oregon, whose rates stayed relatively equal to each other in 1990 and 2000. Interestingly, the percentage of owners paying 30% or more on housing declined in both counties and Oregon from

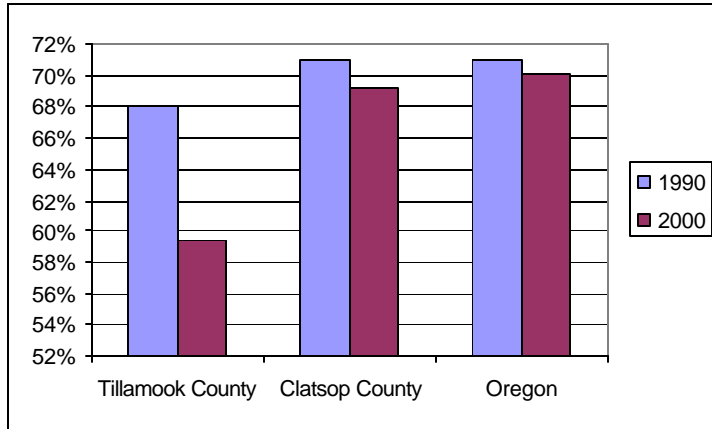
1990 to 2000 while the percentage of renters paying 30% or more increased for all three.

**Table 74: Renters or Owners below Median Income Spending More than 30% of Income for Housing**

Owner Occupied	1990	2000
Tillamook County	68.0%	59.4%
Clatsop County	71.0%	69.2%
Oregon	71.0%	70.1%
Renter Occupied	1990	2000
Tillamook County	32.1%	35.2%
Clatsop County	37.7%	41.1%
Oregon	38.1%	40.1%

Source: Oregon Progress Board

**Figure 74a: Owners below Median Income Spending More than 30% on Housing**

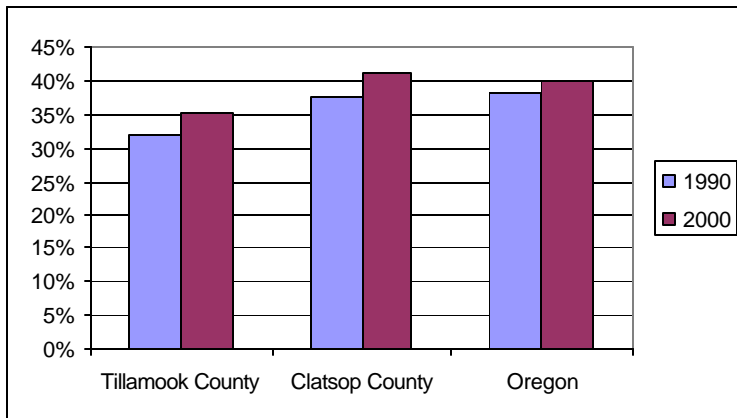


Source: Oregon Progress Board

almost 10% from 1990 to 2000.

Figure 74a shows that the percentage of owners spending more 30% or more on housing decreased from 1990 to 2000 in both counties and in Oregon overall. Tillamook County saw a decrease of cost burdened owners by

**Figure 74b: Renters below Median Income Spending More than 30% on Housing**



Source: Oregon Progress Board

Figure 74b shows that Tillamook County has the lowest percentage of renters paying 30% or more on housing of Clatsop County and Oregon overall. Rates for all three increased from 1990 to 2000.

**TC Benchmark #83 – Pounds of Oregon municipal solid waste landfilled or incinerated per capita**

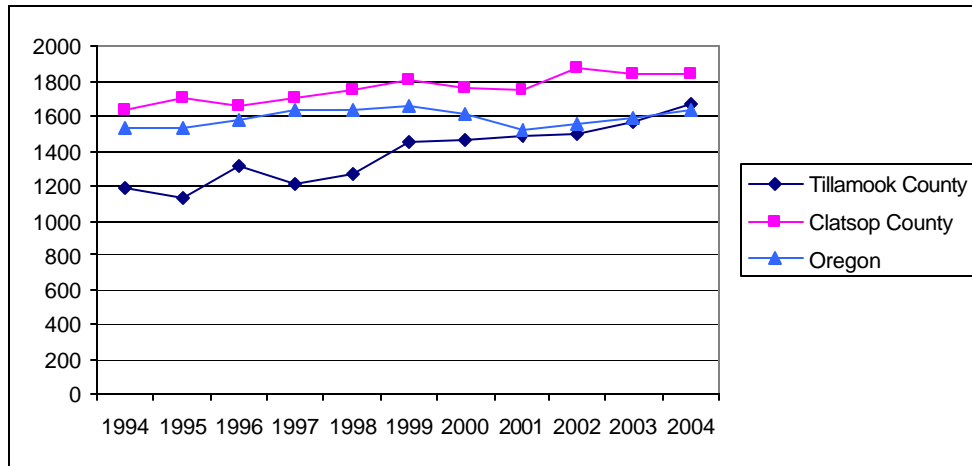
Clatsop County is producing more pounds of solid waste to be landfilled or incinerated per capita than either Tillamook County or Oregon overall. Tillamook County’s production remains below that of Clatsop County, however, it has been consistently increasing since 1997 and surpasses the state’s rate in 2004.

**Table 83: Pounds of Oregon Municipal Solid Waste Landfilled or Incinerated Per Capita**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Tillamook County</b>	1192	1132	1317	1209	1270	1454	1466	1490	1496	1569	1668
<b>Clatsop County</b>	1637	1705	1658	1706	1746	1811	1764	1747	1870	1840	1840
<b>Oregon</b>	1528	1527	1577	1630	1633	1658	1617	1518	1557	1588	1639

Source: Oregon Progress Board

**Table 83: Pounds of Oregon Municipal Solid Waste Landfilled or Incinerated Per Capita**



Source: Oregon Progress Board

# Appendix B

## Survey and Interview Instruments

### Survey Email Script

May 10, 2006

To Tillamook and Clatsop County leaders:

#### **I need your help!**

My name is Jessica Nunley and I am a graduate student at the University of Oregon working on my master's degree in Community and Regional Planning. For my exit project, I am researching county visioning projects and decision making within counties. The idea for this study grew out of my recent work with the Tillamook County Futures Council on their 2006 benchmark and vision process update. You were referred to me as a great candidate to participate in my survey by the President of the Tillamook County Futures Council because of your leadership and involvement in either Tillamook or Clatsop County.

For purposes of reaching the most leaders on my list as possible, I have set up an online survey for you to complete at any time within the next week (May 12 – May 19). The survey will be active until May 19, 2006. The survey questions are meant to determine your opinions about issues within your county, visioning projects and their effectiveness, and decision making within your county. All identifying information will be kept confidential and refusing or discontinuing participation in this survey will not affect your work relationships within the counties.

Depending on whether you are a resident of Tillamook or Clatsop County, the survey has from 16-31 questions and should take 10-15 minutes to complete. Although the survey asks for your name, it is only to track survey respondents and will not appear anywhere in my final report. I will delete all names from the data once the survey is complete.

You can access the survey by copying and pasting the following link into your web browser:

<http://www.surveymonkey.com/s.asp?u=837712101112>

Please feel free to contact me with any questions or concerns you might have, or you may also contact my supervisor Bob Parker at 541-346-3801 or [rgp@uoregon.edu](mailto:rgp@uoregon.edu)

Thank you,  
Jessica Nunley  
[jnunley@uoregon.edu](mailto:jnunley@uoregon.edu)  
541-346-0259

## Survey Questions

\*Note: The online survey contained a logic that sent participants to the correct set of questions depending on which county they chose.

### Section I: A little about yourself

1. Name
2. Current leadership position/role in the county
3. Other leadership positions/roles held within the past decade
4. Other activities or organizations you are currently involved with
5. Please indicate the County in which you live

### Section II: Questions about Tillamook County

6. How long have you lived in Tillamook County?
7. Do you live in an incorporated or unincorporated area?
8. On a scale of 1-5, with 1 being most and 5 being least, how pressing are the following issues to the county?
  - Growth:
  - Health Care:
  - Natural Hazards:
  - Adequate Jobs:
  - Family-wage Jobs:
  - Changing Population Demographics:
  - Second Homeownership:
  - Income Disparity:
  - Sustainable Development:
  - Economic Diversification:
9. How have conditions changed within the county over the past decade?

### Section III: The Oregon Progress Board

10. Have you heard of the Oregon Progress Board?
11. Do you pay attention to the County Benchmarks released by the Oregon Progress Board?

12. Do you use the Oregon Progress Board Benchmarks to guide decision making within (your organization)?

If yes, how does your organization use the Oregon Progress Board Benchmarks?

13. In your opinion, should the County Commissioners use the Oregon Progress Board Benchmark data to guide their decision making for the county?

14. On a scale of 1-5, with 1 being most and 5 being least, how much do the County Commissioners use the Oregon Progress Board Benchmarks to guide their decision making for the county?

15. Do you know of any examples of how the County has used the Oregon Progress Board Benchmarks to guide decision making?

If yes, how has the County used the Oregon Progress Board Benchmarks?

#### **Section IV: A few questions about the Tillamook County Vision**

16. Have you heard of the Tillamook County Futures Council?

17. Did you participate in the visioning process in 1998?

If yes, which aspect did you participate in?

18. Have you ever read the 2020 vision for Tillamook County, or any of its goals, strategies, or benchmarks?

19. How often have you referred to the vision since its creation in 1999?

never       sometimes       frequently

20. In your opinion, should the vision be used to influence the decision making of the County Commissioners?

21. On a scale of 1-5, with 1 being most and 5 being least, how effective has the vision been on guiding the County Commissioners in decision making?

22. How effective has the vision been on guiding decision making within your community?

23. In your opinion, has the vision had any affect on decision making within local or county-level organizations?

If yes, how has the vision been used within local or county-level organizations?

**Section V: Lastly, a few questions about vision processes in general.**

24. Do you think it is important for a county to have a vision plan for the future?

Why or why not?

25. Do you think it is important for a community to have a vision plan for the future?

Why or why not?

26. Is there anything else about decision making in Tillamook County that you think I should know?

**Section VI: Questions about Clatsop County**

27. How long have you lived in Clatsop County?

28. Do you live in an incorporated or unincorporated area?

- incorporated
- unincorporated

29. On a scale of 1-5, with 1 being most and 5 being least, how pressing are the following issues to the county?

- Growth:
- Health Care:
- Natural Hazards:
- Adequate Jobs:
- Family-wage Jobs:
- Changing Population Demographics:
- Second Homeownership:
- Income Disparity:
- Sustainable Development:
- Economic Diversification:

30. How have conditions changed within the county over the past decade?

**Section VII: A few questions about the Oregon Progress Board**

31. Have you heard of the Oregon Progress Board?



32. Do you pay attention to the County Benchmarks released by the Oregon Progress Board?

33. Do you use the Oregon Progress Board Benchmarks to guide decision making within (your organization)?

If yes, how does your organization use the Oregon Progress Board Benchmarks?

34. In your opinion, should the County Commissioners use the Oregon Progress Board Benchmark data to guide their decision making for the county?

35. On a scale of 1-5, with 1 being most and 5 being least, how much do the County Commissioners use the Oregon Progress Board Benchmarks to guide their decision making for the county?

36. Do you know of any examples of how the County has used the Oregon Progress Board Benchmarks to guide decision making?

If yes, how has the County used the Oregon Progress Board Benchmarks?

**Section VIII: Finally, a few questions about county visioning**

37. Have you heard of the Tillamook County Vision?

38. Do you think it is important for Clatsop County to have a similar vision for the future?

Why or Why not?

39. Do you think it is important for communities to have vision plans for the future?

Why or Why not?

40. Is there anything else that I haven't asked that you think I should know about decision making in Clatsop County?

## Interview Questions

### *Telephone script:*

Hello, my name is Jessica Nunley. I am a graduate student at the University of Oregon and I am doing research for my master's exit project on county visioning projects and decision making within counties. You were referred to me as a great candidate for an interview because you are or have been in a leadership position within the county. I have a set of questions to ask you regarding your opinions of visioning projects and decision making within your county. The interview should take approximately 10-15 minutes to complete. Would you like to set up a time to go through the interview with me?

### **Tillamook County Participants**

Name:

Current leadership position/role:

Other leadership positions/roles within the past decade:

Other activities/organizations you are currently involved with:

#### **First, a few questions about Tillamook County.**

2. How long have you lived in Tillamook County?
  
3. Do you live in an incorporated or unincorporated area?
  - incorporated
  - unincorporated
  
4. On a scale of 1-5, with 1 being most and 5 being least, how pressing are the following issues to the county?
  - Growth:
  - Health Care:
  - Natural Hazards:
  - Adequate Jobs:
  - Family-wage Jobs:
  - Changing Population Demographics:
  - Second Homeownership:
  - Income Disparity:
  - Sustainable Development:
  - Economic Diversification:

5. How have conditions changed within the county over the past decade?

**Next, I have a few questions about the Oregon Progress Board.**

6. Have you heard of the Oregon Progress Board?

7. Do you pay attention to the County Benchmarks released by the Oregon Progress Board?

8. Do you use the Oregon Progress Board Benchmarks to guide decision making within (your organization)?

If yes, how does your organization use the Oregon Progress Board Benchmarks?

9. In your opinion, should the County Commissioners use the Oregon Progress Board Benchmark data to guide their decision making for the county?

10. On a scale of 1-5, with 1 being most and 5 being least, how much do the County Commissioners use the Oregon Progress Board Benchmarks to guide their decision making for the county?

11. Do you know of any examples of how the County has used the Oregon Progress Board Benchmarks to guide decision making?

If yes, how has the County used the Oregon Progress Board Benchmarks?

**Next, I have a few questions about the Tillamook County vision.**

12. Have you heard of the Tillamook County Futures Council?

13. Did you participate in the visioning process in 1998?

If yes, which aspect did you participate in?

14. Have you ever read the 2020 vision for Tillamook County, or any of its goals, strategies, or benchmarks?

15. How often have you referred to the vision since its creation in 1999?

never       sometimes       frequently

16. In your opinion, should the vision be used to influence the decision making of the County Commissioners?
17. On a scale of 1-5, with 1 being most and 5 being least, how effective has the vision been on guiding the County Commissioners in decision making?
18. How effective has the vision been on guiding decision making within your community?
19. In your opinion, has the vision had any affect on decision making within local or county-level organizations?

If yes, how has the vision been used within local or county-level organizations?

**Finally, I have a few questions about your opinion of vision processes in general.**

20. Do you think it is important for a county to have a vision plan for the future?  
Why or why not?
21. Do you think it is important for a community to have a vision plan for the future?  
Why or why not?
22. Is there anything else about decision making in Tillamook County that you think I should know?

Thank you for your time.

## **Clatsop County Interview Questions**

Name:

Current leadership position/role:

Other leadership positions/roles within the past decade:

Other activities/organizations involved with:

### **First, I have a few questions about Clatsop County.**

23. How long have you lived in Clatsop County?

24. Do you live in an incorporated or unincorporated area?

- incorporated
- unincorporated

25. On a scale of 1-5, with 1 being most and 5 being least, how pressing are the following issues to the county?

- Growth:
- Health Care:
- Natural Hazards:
- Adequate Jobs:
- Family-wage Jobs:
- Changing Population Demographics:
- Second Homeownership:
- Income Disparity:
- Sustainable Development:
- Economic Diversification:

26. How have conditions changed within the county over the past decade?

### **Next, I have a few questions about the Oregon Progress Board.**

27. Have you heard of the Oregon Progress Board?

28. Do you pay attention to the County Benchmarks released by the Oregon Progress Board?

29. Do you use the Oregon Progress Board Benchmarks to guide decision making within (your organization)?

If yes, how does your organization use the Oregon Progress Board Benchmarks?

30. In your opinion, should the County Commissioners use the Oregon Progress Board Benchmark data to guide their decision making for the county?
31. On a scale of 1-5, with 1 being most and 5 being least, how much do the County Commissioners use the Oregon Progress Board Benchmarks to guide their decision making for the county?
32. Do you know of any examples of how the County has used the Oregon Progress Board Benchmarks to guide decision making?

If yes, how has the County used the Oregon Progress Board Benchmarks?

**Finally, a few questions about county visioning.**

33. Have you heard of the Tillamook County Vision?
34. Do you think it is important for Clatsop County to have a similar vision for the future?

Why or Why not?

35. Do you think it is important for communities to have vision plans for the future?

Why or Why not?

36. Is there anything else that I haven't asked that you think I should know about decision making in Clatsop County?

Thank you for your time.

## Tillamook County Futures Council Interview Questions

Name: \_\_\_\_\_

Phone # \_\_\_\_\_

Date Interviewed \_\_\_\_\_

Role: \_\_\_\_\_

Hello, my name is \_\_\_\_\_ and I am with the Community Planning Workshop at the University of Oregon. We are working with the Tillamook County Futures Council to update the benchmarks from the original plan and create a process to update the vision. I have a set of questions to ask you regarding the visioning process, the current vision, and changing conditions within the county. Do you have 10-15 minutes to spend discussing these issues?

### **First, I'd like to ask you a few questions about the original visioning process.**

1. Were you a member of the Futures Council during the original visioning process?
2. How long have you been a member of the Futures Council
3. What aspects regarding the original visioning process worked particularly well?
4. What aspects could have been improved?
5. Should the Council use a similar community involvement approach to update the vision as they used to create the vision?

### **Now, let's discuss the current vision.**

6. On a scale of 1 to 5 (1 being most, 5 being least), how effective has the vision been on guiding the County Commissioners in decision making?
7. How effective has the vision been on guiding decision making within the local governments of Tillamook County?

8. In your opinion, has the vision guided decision making in any local or county level organizations?
9. What aspects of the current vision do you particularly like?
10. What aspects of the current vision can be improved and/or modified?

**Finally, I would like your opinion on current conditions within Tillamook County.**

11. How have conditions changed within the county over the past decade that are relevant to the vision?
12. What are the most pressing issues facing the county today?
13. Is there anything else that I haven't asked that we should be aware of? (Would you like to comment on any other issues? Is there anything else that you would like to mention?)

Thank you for taking the time to answer my questions. Your responses will help guide us through this process.