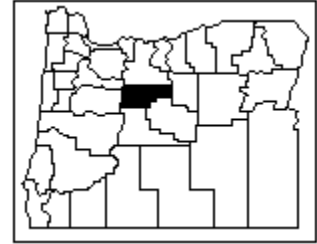


## JEFFERSON COUNTY

The Oregon Child Development Coalition in Jefferson County improves the lives of children and families through the Migrant Seasonal Head Start program. Directed by a County Executive Committee, which includes a County Director, parents of program participants and community representatives, the Oregon Child Development Coalition's Migrant Seasonal Head Start program in Jefferson County serves a total of 101 children annually. Of these, 63 children are classified as migrant children and 38 are classified as seasonal children. In 2005, the Oregon Child Development Coalition in Jefferson County served 106 percent of funded enrollment. As of May 2006, average daily attendance was 68 percent.



The Oregon Child Development Coalition in Jefferson County currently employs a center-based option, serving children from one location in Madras, Oregon. The short-term program runs 15 weeks from June through September, operating 8 classrooms, 5 days per week from 7 am to 4:15 pm. The long-term program runs 32 weeks from March through October operating 2 classrooms, 5 days per week from 8 am to 3:30 pm. In the fall of 2006, the Oregon Child Development Coalition in Jefferson County will have completed construction of a new building in Madras and plans to move operations to this center.

The service area includes the entirety of Jefferson County. The recruitment area, however, is determined by three factors: (i) the location of growers as the Oregon Child Development Coalition in Jefferson County attends to those especially agricultural areas of Jefferson County, (ii) the program center location and (iii) acceptable transportation times per the Head Start Performance Standards. For illustrative purposes, Appendix C4.1 displays a map containing the service area, as well as grower's locations and program center locations.

*"This is still small town America."*

*-Community member  
Jefferson County*

### COUNTY SNAPSHOT

#### ▶ QUICK FACTS

- Jefferson County has seen nearly 9 percent growth in its population over the past 5 years, with areas such as Culver, Oregon, experiencing more rapid growth over the same period.
- The median household income in Jefferson County is 21 percent lower than the state median, with over 436 children under the age of 6 living in poverty and 75 percent of public school children eligible for free and reduced lunch.
- As of 2006, there are an estimated 161 unserved, eligible Head Start children in Jefferson County.
- With unemployment at 7.5 percent, Jefferson County is seeing growth in service level jobs, construction and extraction occupations.
- Jefferson County continues to hold a monopoly of sorts on the technology used to clean vegetable - namely, carrot - seed and continues to expand acreage devoted to flower and vegetable seed.



- In 2005, there were an estimated 529 migrant farmworkers (-26.6% between 2002 and 2005) and 856 seasonal farmworkers in Jefferson County with the total number of migrant and seasonal children under the age of 6 estimated at 52 children and 91 children, respectively.

▶ **CRITICAL ISSUES**

- Immigration

Growers this year reported rumors of U.S. Immigration and Customs Enforcement agents visiting the area. One grower in particular noted that they sent their employees home for four days so as to avoid any unnecessary disruptions during this time, resulting in both lost wages for some 100 employees and \$500,000 losses due to the fact that two fields were not harvested during this time. Likewise, parents of program participants noted that, in light such rumors, families were denied housing and in some cases evicted from their homes during this time.

- Population Influx and Development

The Madras Pioneer reports that city acreage will more than double over the next three years to accommodate in-migration to the area.<sup>1</sup> Since May 9, 2006, the City of Madras has approved five annexation packages, increasing its acreage from 1,465 acres to 3,000 acres. Accordingly, Madras plans to expand its urban growth boundary to accommodate a population estimated to reach as many as 13,000 people over the next several years. Most annexed acreage is for the development of new housing. Subdivisions are already springing up throughout the area, with an additional 1,700 new homes expected over the next 10 to 20 years.<sup>2</sup> Many of these, it has been said, will be ready by the winter of 2006 to accommodate new prison employees who might otherwise settle in neighboring Deschutes County.

*“This is the tip of the iceberg for future development in Madras.”*

*-Chuck McGraw  
Madras Community Development Director*

**COUNTY PROFILE**

▶ **GEOGRAPHIC PROFILE**

Jefferson County is located in central Oregon, east of the Cascade Mountains, spanning some 1,791 square miles. The county, named for nearby Mt. Jefferson (10,497’), was established in 1914 from a portion of neighboring Crook County.

Elevation in the Madras area of Jefferson County is 2,242 feet above sea level. Average temperatures range from 37 degrees Fahrenheit during the winter months to well over 70 degrees Fahrenheit during the summer months. The area receives approximately 10 inches of rain annually, including significant snow during the winter months.<sup>3</sup>

<sup>1</sup> Holly M. Gill, *City Adds Acreage*, 2006, The Madras Pioneer.

<sup>2</sup> Holly M. Gill, *Subdivisions to Add Nearly 1,200 New Homes*, 2006, The Madras Pioneer.

<sup>3</sup> Oregon Blue Book, 2006.



While this area of the state is currently experiencing rapid growth and development, such was not always the case. Jefferson County owes much of its prosperity - agricultural and otherwise - to the railroad, which came to the area in 1911, and irrigation, which began in 1930.<sup>4</sup> Once completed, the railroad linked Jefferson County to the Columbia River and opened up markets for the many agricultural commodities grown in the area.

Today, the draw for many people in relocating to and vacationing in the area lies in the abundance of outdoor activities. Jefferson County boasts the Metolius River, Suttle Lake, Blue Lake, Lake Billy Chinook, and the Haystack Reservoir. Additionally, nearby mountains including Mt. Hood, Mt. Jefferson and Mt. Bachelor permit of variety of outdoor activities year round.

► **ECONOMIC PROFILE**

In 2003, the median per capita personal income in Jefferson County was \$20,670, which falls below the 50th percentile when compared with all other counties across Oregon. In fact, this figure ranks well below both those for Oregon (\$29,175) and the United States (\$31,487).<sup>5</sup> Looking at household income, figures from the U.S. Census Bureau show that 48 percent of households in Jefferson County earn less than \$35,000 per year.<sup>6</sup> In context, this means that that a family of four living in Jefferson County falls on average \$2,582 short of what is needed to meet necessary estimated expenses, including rent, food, childcare, transportation, insurance and taxes.<sup>7</sup>

Central Oregon - an area that includes Jefferson County - is projected to have the state's second fastest growing workforce by 2012, with 15 percent growth mostly in service, sales and office administrative occupations.<sup>8</sup> It is also predicted that farming, forestry and fishing will post the fewest job openings during this same period.

Since the early 1980s, Jefferson County has been recovering from a recession that also affected the state of Oregon. At the outset, Region 10 - an area which includes

**Figure 4.1 - Employment by Sector**

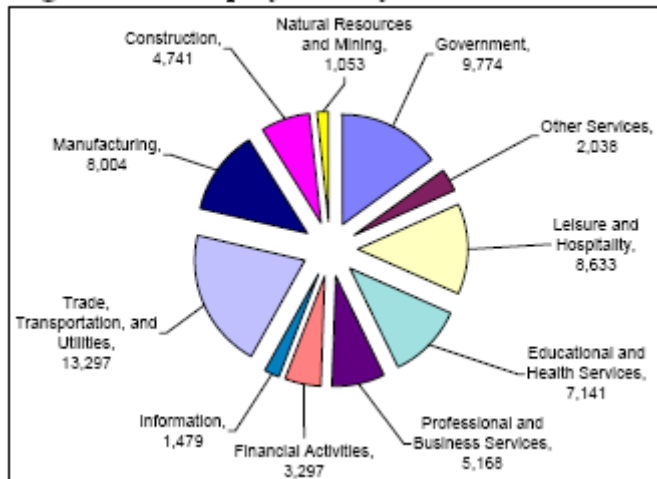


Figure 4.1 – Stephen Williams, *Regional Profile: Industry Employment in Region 10, 2005*, Oregon Employment Department.

<sup>4</sup> Oregon Blue Book, 2006.

<sup>5</sup> *Oregon Per Capita Personal Income: 1986-2004*, November 2005, Oregon Employment Department.

<sup>6</sup> *DP-3: Profile of Selected Economic Characteristics*, 2000, United States Census Bureau.

<sup>7</sup> Economic Policy Institute, 2005.

<sup>8</sup> Steven C. Williams, *Regional Profile: Occupational Employment in Region 10*. April 2006, Oregon Employment Department.

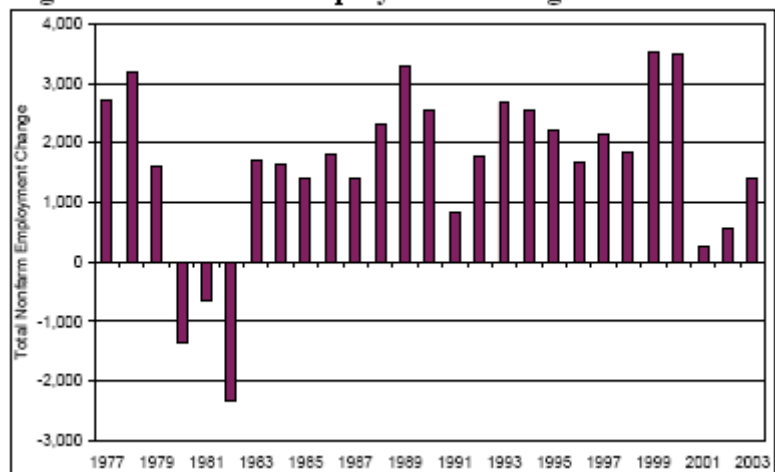


Jefferson County - lost some 2,000 jobs, or nearly 8 percent of all jobs at the time.<sup>9</sup> Since then, job growth has only been slowed in the early 1990s during the national recession and again in 2001.

Job growth has been fueled by, and continues to depend on, industry diversification. State economists note that, in 1978, approximately 77 percent of the region's employment in manufacturing was in lumber and wood products.<sup>10</sup> Increased automation and reduced timber harvests have since then forced change typified by, for example, the development of Central Oregon Community College's Manufacturing Applied Technology Center. Greater support for niche industries (e.g., aviation), as well as the region's growing popularity with outdoorsmen and retirees, have made employment in Jefferson County what it is today.

Among those industries evidencing Jefferson County's - and, more broadly, Region 10's - growth in this area are Internet service providers, banking, education and health services, and leisure and hospitality. Currently about 14 percent of employment in this region is due to leisure and hospitality.<sup>11</sup> Industry diversification and the area's growing population have also contributed to growth in the construction industry, growth that is roughly 2 percent greater than that for the state of Oregon. And, it is expected that non-manufacturing industries will continue to drive growth in the region.

**Figure 4.2 - Annual Employment Change: 1977 - 2003**



The unemployment rate in Jefferson County is currently 7.5 percent, nearly 23 percent higher than the state unemployment rate of 6.1 percent and nearly double the national unemployment rate of 4.8 percent.<sup>12</sup> That said, within Jefferson County, the Confederated Tribes of the Warm Springs offers stable employment for many residents. Likewise, the woods products industry continues to diversify, and has resulted in relatively stable employment in manufacturing since 2001.<sup>13</sup>

Figure 4.2 – Stephen Williams, *Regional Profile: Industry Employment in Region 10*, 2005, Oregon Employment Department.

<sup>9</sup> Steven C. Williams, *Regional Profile: Industry Employment in Region 10*. April 2006, Oregon Employment Department.

<sup>10</sup> Steven C. Williams, *Regional Profile: Industry Employment in Region 10*. April 2006, Oregon Employment Department.

<sup>11</sup> Steven C. Williams, *Regional Profile: Industry Employment in Region 10*. April 2006, Oregon Employment Department.

<sup>12</sup> *Oregon Labor Force and Unemployment by Area*, April 20, 2006, Oregon Employment Department.

<sup>13</sup> Steven C. Williams, *Regional Profile: Labor Force, Employment and Unemployment in Region 10*. April 2006, Oregon Employment Department.

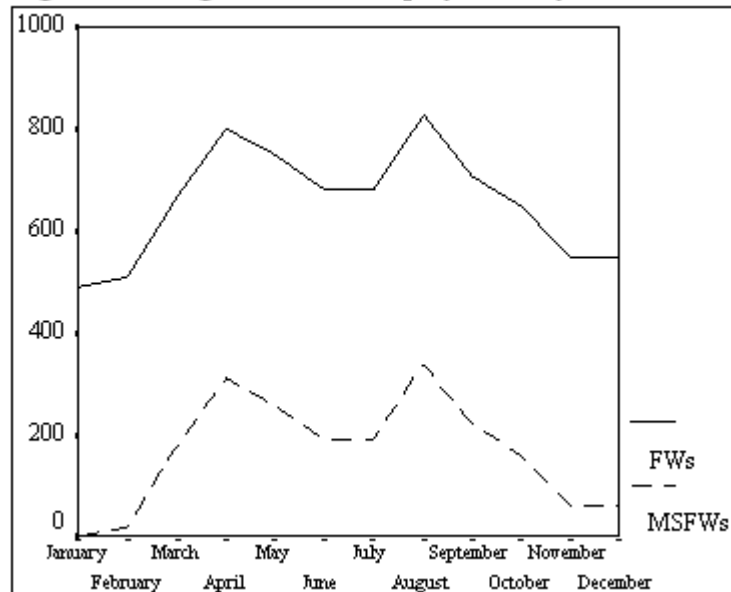


According to economists, it is Jefferson County’s agricultural workers who contribute most to fluctuations in the county’s unemployment rate given the seasonality of agricultural work.<sup>14</sup> During the winter months when work is scarce, the unemployment rate in Jefferson County can reach nearly 15 percent, only to return to lower levels during the spring and fall around the time of harvests. On average, agricultural operations in Jefferson County employ some 660 farmworkers per month.<sup>15</sup> Monthly agricultural employment estimates are shown in Figure 4.3 for both the general population of farmworkers (FWs), as well as for migrant and seasonal farmworkers (MSFWs).<sup>16</sup>

The labor peaks during the months of April, August and September correspond to the harvests for garlic, potatoes, and vegetable and flower seed. Regarding the latter of these commodities, Jefferson County began experimenting with carrot seed in 1979 following the allocation of federal funds to develop technology to clean carrot seed, an intensive and laborious process. Since then, growers in Jefferson County have not only succeeded in revolutionizing this technology, they have done so with limited competition. Currently, 90 percent of carrot seed production in the United States is from Jefferson County. During an interview with a local producer, it was emphasized that such production is not dependent on climate, elevation or precipitation, but rather on the technology itself, technology which takes years to develop.

Not surprisingly, carrot seed continues to be one of Jefferson County’s most dependable agricultural commodities, with primary markets in Germany and the United States (e.g., Washington and California). Other profitable agricultural commodities include garlic and potatoes; however growers have expressed concern about the effects of White Rot on garlic in the area. Likewise, growers have also experimented with St. Johns Wort and Echinacea, but have recently lost ground to Chile and so have abandoned such efforts. Other agricultural commodities rumored to be gaining ground include nursery and greenhouse outputs, as well as wine grapes in the Terrebonne area. However, concerning the latter, growers noted that wine grapes will most likely fail after two or three years given the harsh winters and little rain in the area.

**Figure 4.3 - Agricultural Employment by Month**



<sup>14</sup> Steven C. Williams, *Regional Profile: Labor Force, Employment and Unemployment in Region 10*. April 2006, Oregon Employment Department.

<sup>15</sup> *2005 Oregon Agricultural Employment Estimates*, 2006, Oregon Employment Department.

<sup>16</sup> *2005 Oregon Agricultural Employment Estimates*, 2005, Oregon Employment Department.



Table 4.1 displays total harvested acreage, production and sales for crops typically utilizing the labor of migrant and seasonal farmworkers in 2004 and 2005. Of interest is that harvested acreage for each of the each of the commodities listed in Table 4.1 continues to decline annually, a trend that is taking place throughout the state. We should expect this trend to continue given Jefferson County’s explosive population growth and the recent annexations of agricultural lands around the city of Madras.

**Table 4.1 - Selected Crop Outputs<sup>17</sup>**

Jefferson County	2004			2005		
	Acres	Production	Sales (in \$000s)	Acres	Production	Sales (in \$000s)
Garlic	1,295	9,195	\$3,678	990	5940	\$1,663
Potatoes	950	408,500	\$2,740	330	122,100	\$974
Veg & Flower Seed	1,637	---	\$4,571	2,170	---	\$3,691
Nurseries	---	---	\$230	---	---	\$230

Also of interest is that, unlike other agricultural counties in Oregon, Jefferson County growers as a whole have not posted gains in sales over the one-year period. Between 2004 and 2005, sales of vegetable and flower seed declined by 19 percent. Two explanations here are possible. First, 2005 may have just been a poor year. Or, second, it may take several years before growers are able to fully understand the dynamics of farming less acreage and controlling market supply so as to increase sales. Further, it is arguably the case that growers will need to continue to develop this capacity in light of new issues around population growth and the lack of new land for agricultural expansion. The same can be said for other agricultural commodities, thereby forcing growers to produce more on less land while also responding to market demand in a way that maximizes sales and promotes growth. An interview with one local grower revealed that their particular operation has actually posted gains in sales over the one-year period, leading one to conclude that other producers may or may not follow suit.

The above said, there are a contingent of growers who are opting out of agriculture. A recent news article highlight four local growers who have put their farms up for sale citing rising costs, stagnant prices, restrictive regulations, labor shortages, water concerns and the prospect of encroaching subdivisions.<sup>18</sup>

*“A lot of people want to get out of farming. They’re trying to find a way to do it gracefully.”*

*-Local grower  
Jefferson County  
August 13, 2006, The Bulletin*

\*\*\*\*\*

*“I have to borrow money every year to pay taxes and there isn’t enough cash flow in the land.”*

*-Local grower  
Jefferson County  
August 13, 2006, The Bulletin*

<sup>17</sup> Oregon Agricultural Information Network, 2006.

Unit of production varies by commodity.

<sup>18</sup> Jeff McDonald, *The Final Harvest*, August 13, 2006, The Bulletin.



To migrant and seasonal farmworkers, reductions in both acreage and sales mean limited employment opportunities in agriculture. In 2002, Alice C. Larson estimated the number of migrant and seasonal farmworkers in Jefferson County.<sup>19</sup> These estimates, as well as 2005 estimates computed by the Oregon Child Development Coalition, are shown in Table 4.2. Between 2002 and 2005, the number of migrant farmworkers declined by 27 percent. It is noted that recent rumors of the U.S. Immigration and Customs Enforcement visiting the area have probably hastened this decline in 2006.

What also emerges from these estimates is that the number of seasonal farmworkers in the area has remained constant, this in light of the fact that nursery and greenhouse sales also remained constant between 2004 and 2005. What remains to be learned is whether the number of seasonal farmworkers will increase over the next several years as more migrant families transition into seasonal status, establishing residency in the area and working one or more jobs lasting nearly year round. In an interview with the Family Service Manager for the Oregon Child Development Coalition in Jefferson County revealed that more families are making Jefferson County their home base and either staying to work in the area or migrating to other areas of the state only to return Jefferson County during non-harvest periods.

What also remains to be said is that, while in other counties the mechanization of crops typically reduces operations' reliance of farmworkers, the opposite may be the case in Jefferson County. Given that Jefferson County growers remain competitive because of carrot seed cleaning technology, local growers have indicated that further mechanization will only grow the need for additional farm labor. What is not clear at this point is whether such mechanization would *actually* result in a need for more migrant farmworkers, or whether the population of seasonal farmworkers in the area could satisfy the need for additional labor. Results of an agricultural employers survey conducted in 2006 by the Oregon Child Development Coalition show that, while growers expect to hire about the same number of migrant farmworkers next year, may expect to hire less seasonal farmworkers next year, with some growers planning to reduce their crews by as many as 21 persons. What is clear at this point is that, similar to the dynamic in Polk County, it could become increasingly difficult to classify farmworkers according to the type of agricultural work they are engaged in. For example, a family that lives in the area mostly year round - and so would generally be considered to have seasonal status - could potentially work in carrots or a nursery for several months, migrate to the Portland area to pick berries - as some families in Jefferson County currently do - and then return home to Jefferson County. Thus, they would assume migrant status given the migratory move involved while they are mostly year round residents in Jefferson County.

**Table 4.2 - Estimates of Migrant and Seasonal Farmworkers**

	2002	2005
<b>Jefferson County</b>		
MFWs	721	529
SFWs	856	856
<b>Total</b>	<b>1,577</b>	<b>1,385</b>

*“There will be drastic changes, but the future of agriculture in this county is good.”*

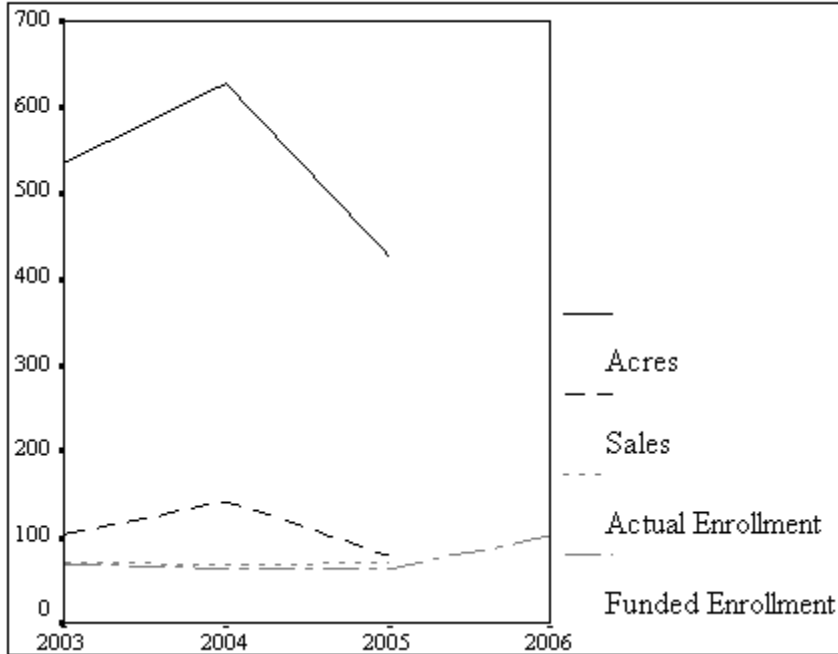
*-Local grower  
Jefferson County  
August 13, 2006, The Bulletin*

<sup>19</sup> Alice C. Larson, *Migrant and Seasonal Farmworker Enumeration Profiles Study: Oregon, 2002*, Larson Assistance Services.



**Figure 4.4 - Crop Outputs by OCDC Enrollment**

The above findings are also of importance in program planning for the Oregon Child Development Coalition. Figure 4.4 provides information on harvested acres, total sales, and enrollment counts for the Oregon Child Development Coalition in Jefferson County.<sup>20</sup> It is important to note that Figure 4.4 does, in fact, confirm that growers in Jefferson County have farmed less acreage and seen regular decreases in sales over the past year. Figure 4.4 also confirms that, despite declining acres, actual enrollment in the



Oregon Child Development Coalition's Migrant Seasonal Head Start program has remained relatively constant, with allocated slots for 2006 increasing relative to the previous year. Thus, two issues are of primary importance - namely the extent to which growers are able to post gains in sales in 2006 and how carrot seed production will change (i.e., lessen or grow) the need for the labor of migrant and seasonal farmworkers.

**► DEMOGRAPHIC PROFILE**

The 2000 Census reported the population of Jefferson County to be 19,009 persons. From this, the Population Research Center at Portland State University estimated the population of Jefferson County to be 20,600 as of July 1, 2005, demonstrating 8.4 percent growth in the population over the five-year period. Table 4.3 displays similar estimates for each of the major cities and towns in Jefferson County.

**Table 4.3 - Population<sup>21</sup>**

	Year		
	2000	2005	Percent Change
<b>Jefferson County</b>	19,009	20,600	8.4
Culver	802	1,020	27.2
Madras	5,078	5,590	10.1
Metolius	729	805	10.4

Note the positive - and in some cases explosive - growth in each of the areas listed. Economists have been careful to point out that Jefferson County's population has not always been growing;

<sup>20</sup> Note, the scale in Figure 4.4 has been adjusted. Harvested acres are in 00s and total sales are in \$00,000s. Additionally, crop outputs reflect the set of all crops in the Jefferson County area, not just those typically employing migrant and seasonal farmworkers.

<sup>21</sup> 2004 Oregon Population Report, March 2005, Population Research Center, College of Urban and Public Affairs, Portland State University.



such was the case during the recession in the early 1980s after employment opportunities dried up and the local economy began to undergo a change from its reliance on lumber and wood products.<sup>22</sup>

However, since 1980, the population in central Oregon has doubled, with growth in Jefferson County's population ranking as the third fastest in the state.<sup>23</sup> In fact, since 1980, the population in Jefferson County has grown at a rate of nearly 70 percent and is currently growing at a rate of 1 percent annually. Again, it is emphasized that such growth is a reflection of industry diversification and the growing popularity of the region.

Approximately 26 percent of Jefferson County's population is composed of baby-boomers.<sup>24</sup> Table 4.4 displays the age distribution for Jefferson County, with another 29 percent of the population in Jefferson County under the age of 18. Relative to neighboring Crook and Deschutes Counties, fewer young adults choose to call Jefferson County home, suggesting that many young adults are leaving Jefferson County to attend college and find employment. However, what remains to be seen is whether the influx of new residents to Jefferson County will have the affect of attracting younger, working professionals, thereby bridging the gap between school-aged children and those nearing retirement.

**Table 4.4 - Population by Age<sup>25</sup>**

	Age						
	0-4	5-9	10-17	18-29	30-49	50-64	65+
Jefferson County	1,561	1,650	2,716	2,746	5,390	3,281	2,906

Oregon Housing and Community Services reports that the number of individuals living in poverty in Jefferson County increased by 10 percent between 1990 and 2000, with the Oregon Department of Education reporting the poverty rate to be 28 percent as of January 2006.<sup>26</sup> Further, these two sources also estimate over 436 children under the age of 6 to be living in poverty each year, including 161 children between the ages of 3 and 4. These figures are important to note for the reason that poverty is often associated with health problems and access to health care, the need for food stamps and temporary assistance to needy families (TANF), and housing and shelter counts.<sup>27</sup>

<sup>22</sup> Steven C. Williams, *Regional Profile: Population in Region 10, Crook, Deschutes and Jefferson Counties*. April 2006, Oregon Employment Department.

<sup>23</sup> Steven C. Williams, *Regional Profile: Population in Region 10, Crook, Deschutes and Jefferson Counties*. April 2006, Oregon Employment Department.

<sup>24</sup> Steven C. Williams, *Regional Profile: Population in Region 10, Crook, Deschutes and Jefferson Counties*. April 2006, Oregon Employment Department.

<sup>25</sup> *2004 Oregon Population Report*, March 2005, Population Research Center, College of Urban and Public Affairs, Portland State University.

<sup>26</sup> *Estimated Number of Eligible 3 and 4 Year Olds Served and Unserved by Head Start and Oregon Pre-kindergarten*, 2006, Oregon Department of Education.

<sup>27</sup> *County Comparisons: Incidence and Distribution of Poverty*, 2004, Oregon Health and Community Services.



During the 2004-2005 school year, 75 percent (n=2,739) of students in Jefferson County were eligible for free or reduced lunch. As displayed in Table 4.5, relative to the previous academic year, this represents a nearly 17 percent increase in the number of students receiving free or reduced lunch over the

**Table 4.5 - Free & Reduced Lunch Count<sup>28</sup>**

Jefferson County	Academic Year	
	2003-2004	2004-2005
Ashwood School District	---	---
Black Butte School District	---	2
Culver School District	359	299
Jefferson County School District	2,184	2,438
<b>Jefferson County Total</b>	<b>2,344</b> <b>(68.4%)</b>	<b>2,739</b> <b>(75.2%)</b>

one year period. This increase was felt especially in the Jefferson County School District.

► **DATA ANALYSIS: ELIGIBLE, UNSERVED 3-4 YEAR OLD CHILDREN<sup>29</sup>**

The Oregon Department of Education estimates there to be 574 children between the ages of 3 and 4 in Jefferson County in 2006.<sup>30</sup> To estimate the total number of Head Start eligible 3 and 4 year old children, the Oregon Department of Education multiplied the total number of children by the poverty rate for Jefferson County, 28.0 percent in 2006. Thus, *the total number of eligible Head Start children in Jefferson County is 161 children*, as displayed in Table 4.6.

From this, the number of Head Start children currently being served in Jefferson County by Head Start programs is subtracted. The Children’s Learning Center (80 total slots), the Mid-Columbia Children’s Council (313 total slots in three counties), and Warm Springs Tribal Head Start (160 total slots) serve a total of 225 children in Jefferson County between 3 and 4 years of age.<sup>31</sup> Thus, considering the number of eligible Head Start children currently being served, *the total number of unserved, eligible Head Start children is currently zero children* as shown in Table 4.7. Thus, over 100 percent of eligible Head Start children are currently being served in Jefferson County.

**Table 4.6 - Estimated Number of Eligible Children**

Jefferson County	
Total Children	574
Percent in Poverty	28.0
<b>Eligible</b>	<b>161</b>

**Table 4.7 - Estimated Number of Unserved, Eligible Children**

Jefferson County	
Eligible	161
Served	225
<b>Unserved, Eligible</b>	<b>~0</b>

In the sections that follow, the Oregon Child Development Coalition will further refine the estimate in Table 4.7 to provide estimates for the number of unserved, eligible Migrant Seasonal Head Start children in Jefferson County.

<sup>28</sup> *Students Eligible for Free and Reduced Lunch, 2003-2004 & 2004-2005*, Oregon Department of Education.

<sup>29</sup> Note, estimates in this section are presented to highlight the need for Head Start services in the general low-income population. In a later section, additional estimates will be provided which estimate the number of unserved, eligible children of migrant and seasonal farmworkers.

<sup>30</sup> *Estimated Number of Eligible 3 and 4 Year Olds Served and Unserved by Head Start and Oregon Pre-kindergarten, 2006*, Oregon Department of Education.

<sup>31</sup> Total slot counts for individual Head Start programs include Early Head Start and Head Start programs.



## **RACIAL & ETHNIC COMPOSITION**

### **► POPULATION & ANCESTRY**

Table 4.8 displays the racial and ethnic composition of the population in Jefferson County. It is noted that figures for individual cities and towns are taken from the 2000 U.S. Census, as more current figures for these smaller townships are not available.

Of interest is the growing Hispanic population, especially in the Madras area. Economists have noted that of the three counties that compose Region 10, Jefferson County boasts the highest percentage of Hispanic residents.<sup>32</sup> In fact, only 4 counties in Oregon have a higher percentage of Hispanic residents than Jefferson County. Such figures can be explained by Jefferson County's dependence on agricultural and, hence, an agricultural workforce that is composed of migrant and seasonal farmworkers, the majority of which are Hispanic.

**Table 4.8 - Population by Race<sup>33</sup>**

	One Race					Two or More Races	Hispanic
	White	Black	Native Indian	Asian	Native Hawaiian	---	---
Jefferson County	13,113 (96.8%)	50 (0.3%)	2,981 (15.7%)	57 (0.3%)	42 (0.2%)	614 (3.2%)	3,372 (17.7%)
Culver	601	2	12	1	---	51	226
Madras	3,227	30	312	28	18	216	1,815
Metolius	490	1	13	4	---	43	144

Of the population in Jefferson County, 89 percent were born in the United States, with 81 percent of the population as monolingual English speakers.<sup>34</sup> Of those born outside of the United States (n=1,883), 7.8 percent are currently not U.S. citizens, with 9.9 percent having entered the United States between 1990 and 2000, and 87 percent of those born outside of the U.S coming from Latin America. Accordingly, aside from English and relative to other languages, 15.3 percent of the population identified as primary Spanish speakers (n=2,689).<sup>35</sup> Of these, more than one-half self-identified as able to speak English less than “very well.”

### **► PROFILE OF PROGRAM PARTICIPANTS<sup>36</sup>**

<sup>32</sup> Steven C. Williams, *Regional Profile: Population in Region 10, Crook, Deschutes and Jefferson Counties*. April 2006, Oregon Employment Department.

<sup>33</sup> *Fact Sheet*, 2000, American Community Survey, United States Census Bureau.

<sup>34</sup> *DP-2: Profile of Selected Social Characteristics*, 2000, United States Census Bureau.

<sup>35</sup> *DP-2: Profile of Selected Social Characteristics*, 2000, United States Census Bureau.

<sup>36</sup> Data is taken from the *Program Information Report*, 2004 & 2005, Oregon Child Development Coalition.



In 2005, 59 children were enrolled in the Migrant Seasonal Head Start program on the basis of public assistance or income eligibility. Further, the number of over-income children enrolled in 2005 decreased by 8 families from the previous year. Table 4.9 displays the age distribution for children enrolled in the Migrant Seasonal Head Start program. Overall, program participants were of Hispanic or Latino origin, which includes persons of Cuban, Mexican, Puerto Rican, South and Central American or other Spanish culture or origin. An additional 2 program participants were biracial or multi-racial. In 2005, the total number of primary Spanish speaking program participants was 67, with an additional 2 program participants as primary indigenous language speakers. Indigenous languages are typically spoken by those program participants from the Oaxaca region of Mexico and include the dialects of Mixteco and Trique.

**Table 4.9 - Enrolled of Children by Age**

Age	Number of Children
<1	10
1	13
2	12
3	11
4	17
5	7
<b>Total</b>	<b>70</b>

► **DATA ANALYSIS: ELIGIBLE, UNSERVED MIGRANT CHILDREN<sup>37</sup>**

The Oregon Child Development Coalition has developed a method for estimating the number of children of migrant and seasonal farmworkers in Jefferson County using Alice C. Larson’s 2002 estimates of migrant and seasonal farmworkers and family members as a base and agricultural information from the Oregon Agricultural Information Network through Oregon State University.<sup>38</sup> The estimates in Table 4.10 suggest that there were 52 migrant children and 91 seasonal children in Jefferson County in 2005.

To estimate the number of unserved, eligible Migrant Seasonal Head Start children, the number of children currently being served in Jefferson County by the Oregon Child Development Coalition’s Migrant Seasonal Head Start

**Table 4.10 - Estimated Migrant and Seasonal Children**

Jefferson County		
Age	Number Migrant Children	Number Seasonal Children
<1	17	16
1	7	15
2	7	15
3	7	15
4	7	15
5	7	15
<b>Total<sup>39</sup></b>	<b>52</b>	<b>91</b>

program is subtracted from the estimates in Table 4.10. The Oregon Child Development Coalition in Jefferson County serves 101 Head Start eligible children through the Migrant Seasonal Head Start Program, 63 of which are migrant children and 38 of which are seasonal children. Thus, the total number of unserved, eligible Migrant Seasonal Head Start children in

See Appendix C1.3

<sup>38</sup> Alice C. Larson, *Migrant and Seasonal Farmworker Enumeration Profiles Study: Oregon, 2002*, Larson Assistance Services.

<sup>39</sup> Totals vary due to rounding.



Jefferson County is 53 children and is broken down in Table 4.11. Overall, roughly *63 percent of eligible Migrant Seasonal Head Start children are currently being served in Jefferson County.*

Results of the above analysis indicate that the Oregon Child Development Coalition is adequately serving the migrant

**Table 4.11 - Unserved, Eligible MHS Children in Jefferson County**

Jefferson County	Number Migrant Children	Number Seasonal Children
Eligible	~52	~91
Served	63	38
<b><i>Unserved, Eligible</i></b>	<b><i>~0</i></b>	<b><i>~53</i></b>

population in Jefferson County, a population that continues to decline each year. Overall, while there continues to be a decline in the number of eligible, migrant children in the area, the Oregon Child Development Coalition in Jefferson County could serve more seasonal children, a need currently being addressed by the construction of a new facility in Madras.

## **STRENGTHS & NEEDS**

In the section that follows, each program and related service area is discussed. External data from secondary sources and community organizations are used at the beginning of each subsection to construct a framework for specific strengths and needs. Internal data is then used at the close of each section to demonstrate that program management, staff and parents of program participants actively participated in the construction and development of this document.

### **► EDUCATION**

#### Adult Education

The median level of education in Jefferson County is a high school graduate or high school equivalency, with only 14 percent of the total population having earned a bachelor’s degree or higher.<sup>40</sup> This reinforces the earlier point that many young adults elect to leave Jefferson County to pursue college degrees and employment. Data from the Oregon Department of Education show total public school enrollment in Jefferson County to be approximately 3,720 students annually, 57 percent of which are non-white.<sup>41</sup> That the majority of students are nonwhite points to the fact that, while a sizeable portion of Jefferson County’s population is of school age, a growing number of these children are non-white and/or Hispanic. Across all high schools in Jefferson County, the total number of high school dropouts is 35 students with a 12.7 percent high school dropout rate over the past four years.<sup>42</sup> The Oregon Department of Education also reports that 1 student dropped out of high school during the 2003-2004 school year specifically because they did not speak English well enough, while another 5 students dropped out citing a lack of adequate parental support in pursuing their high school degree.

<sup>40</sup> DP-2: Profile of Selected Social Characteristics, 2000, United States Census Bureau.

<sup>41</sup> Oregon Department of Education, 2004-2005.

<sup>42</sup> Oregon Department of Education, 2003.



Data on the educational attainment of parents of program participants from the Oregon Child Development Coalition's Program Information Report show that 95 percent of parents served have less than a high school degree. Of all families enrolled in the Migrant Seasonal Head Start program, none are enrolled in school or job training, suggesting that low-wages and the seasonality of agricultural work require that both parents work to make ends meet.<sup>43</sup> During a focus group with parents of program participants it was noted that several two-parent families had one partner working at least part-time in the service industry. Parents of program participants did not indicate a desire to pursue their education.

The following is a breakdown of the agencies providing education services to children and families in Jefferson County. In the area of adult education:

- Central Oregon Community College provides a number of courses, including, ESL, GED, and basic skills. They also offer conversational Spanish and distance learning courses.
- Under the umbrella of Central Oregon Community College, Even Start provides adult education in English Language Learning (ELL), child development, parent and child communication, and parent education.
- Central Oregon Intergovernmental Council (COIC) provides GED, basic English, computer and alternative secondary classes.
- The University of Oregon provides a high school equivalency program, as well as computer and employment search courses to approximately 30 students annually.
- The Oregon State University operates the Community Action Migrant Program (CAMP) which assists migrant students by paying for their first 52 credit hours for 2 students from central Oregon annually.
- Boise State University also provides a high school equivalency program as an alternative to the program provided by the Oregon State University.
- Bright Wood Corporation provides training on mill safety procedures to all new employees.

Representatives from the above agencies were surveyed to determine the greatest educational needs of children and families in the Jefferson County area. In the area of adult education, providers emphasized that, while families are well connected and that the community is generally accepting of cultural differences, there is need to educate and support families in pursuing their education as means out of poverty. Representatives from the Jefferson County Library noted that the area's growing population has resulted in a greater number of families who are unable to afford books in the home, let alone pursue a GED or college degree. This is certainly the case with many families enrolled in the Migrant Seasonal Head Start program, none of which were enrolled in school or job training in 2005, as discussed earlier.

### Early Childhood Education

In the area of early childhood education, other Head Start programs in Jefferson County include The Children's Learning Center, the Mid-Columbia Children's Council, and Warm

*"[The Oregon Child Development Coalition and other Head Start programs] have only tipped the iceberg of what we can do to help each other."*

*- ECE Program Director  
Jefferson County*

<sup>43</sup> Program Information Report, 2004, Oregon Child Development Coalition.



Springs Tribal Head Start. Total enrollment in these programs is approximately 225 children. The Oregon Child Development Coalition in Jefferson County has an interagency agreement and is currently partnering with The Children’s Learning Center. Further, to be completed in the fall of 2006, the Oregon Child Development Coalition in Jefferson County will occupy a new facility adjacent to The Children’s Learning Center. An interview with the Head Start Director from this agency revealed many opportunities for collaboration in the future. These include sharing services (e.g., mental health and bussing) and staff, conducting joint trainings, continuing to hold joint HSAC meetings, implementing joint parent and policy council meetings, developing an interagency agreement for referrals and transitions, and continuing to work collaboratively on self-assessments and community needs assessments. Regarding the need for an interagency agreement around referrals and transitions, representatives from the Board and management of The Children’s Learning Center expressed a desire to minimize competition among Head Start programs in serving children and families by clearly identifying targeted segments of the population to be served by each Head Start program (e.g., migrant families would be served by Migrant Seasonal Head Start, etc.).

It was also emphasized during individual interviews that greater efforts are needed to bring all Head Start programs to the table. While relationships between individual Head Start programs are more or less collaborative, there is, in the words of one provider, “limited collaboration [among all Head Start programs in the area].” The County Director for the Oregon Child Development Coalition in Jefferson County also spoke to this need, citing the need to expand relationships not only with Head Start programs, but also with other providers such as the Migrant Education program.

Numbers served by the Migrant Education program in Jefferson County are displayed in Table 4.12. Regional counts are shown for regular and summer enrollment, while enrollment counts for Jefferson County are shown for enrollment by age. What is clear is that the majority of children in enrolled in the Region 10 Migrant Education program are from Jefferson County. This finding is also supported by the earlier discussion of Jefferson County’s reliance on agriculture relative to neighboring Crook and Deschutes Counties. Also of interest is the number of 3 and 4 year olds in Table 4.12.

**Table 4.12 - Migrant Education Enrollment<sup>44</sup>**

Jefferson County	2004-2005	
	Jefferson/Crook/ Deschutes Counties	
Regular Enrollment	22	
Summer Enrollment	229	
<b>Total Enrollment</b>	<b>251</b>	
<1 year old	5	
1	15	
2	23	
3	41	
4	45	
5	10	
<b>Total Enrollment</b>	<b>139</b>	

Partnerships in the area of early childhood education include:

- The Children’s Learning Center (Region X Head Start) and the Oregon Child Development Coalition in Jefferson County have developed an interagency agreement to join strategies in such areas as recruitment, transitions, health, disabilities, training and technical assistance.

<sup>44</sup> Oregon’s Migrant Education Regional Programs, 2004-2005, Oregon Department of Education.



- The Oregon Child Development Coalition is also working to collaborate with the Mid-Columbia Children’s Council (Region X Head Start) and Warm Springs Tribal Head Start.
- The Jefferson County Commission on Children and Families is planning training for local agencies to promote cultural competency. The Commission funds teacher training for local Head Start programs and helps fund the Kids First Program which connects families in poverty areas to local services.
- High Desert ESD provides the Even Start program to 18 parents and 17 children annually and runs from September to June.
- The Jefferson County Library offers story times in Spanish and English, as well as a summer reading program and a traveling storyteller. The summer reading program serves approximately 175 children per week and the library is looking to increase capacity.

Representatives from the above agencies were surveyed to determine the greatest needs of children and families in Jefferson County. In the area of early childhood education, providers noted that additional early literacy training is needed in the community. When asked to identify specific groups that could benefit from such training, one provider identified parents, early childhood education and childcare staff, and the public schools as starting points. Representatives from the Jefferson County Library noted that they currently do not have the capacity to offer the services and trainings necessary to address this need and are eager to partner with local agencies.

A focus group with parents of program participants revealed that parents view the Migrant Seasonal Head Start program as a “good” education program that also helps families by promoting involvement and goal setting. Parents also noted that more hours are need for the long-term program to accommodate longer work schedules. Parents also suggested that the Oregon Child Development Coalition in Jefferson County work to create more educational events that celebrate culture such as dances and recitals. It was argued that this would not only be beneficial for children, but also promote greater parent involvement and cohesion in the community.

## ► MENTAL HEALTH & DISABILITIES

Access to care is limited by Jefferson County’s geographic isolation. The Health Resources and Safety Administration has identified Jefferson County as a mental health professional shortage area due in large part to its geographic isolation.<sup>45</sup> Related to this, service providers - mental health and otherwise - emphasized the increasing use of methamphetamines among Jefferson County residents over the past few years which currently ranks as the second most used illicit drug in Jefferson County behind marijuana.<sup>46</sup> Accordingly, the Oregon Department of Corrections reports 82 persons incarcerated for drugs as of January of 2006, nearly 17 times the same figure for neighboring Crook County.

<sup>45</sup> *Oregon Health Professional Shortage Areas (HPSA): Mental Health Designations as of 2/28/06*, 2006, Health Resources and Services Administration (HRSA), Bureau of Health Professionals.

<sup>46</sup> *Oregon Data Book*, 2003, Oregon Department of Human Services, Office of Mental Health and Addiction Services.



Mental health disorders affect approximately 1 in 10 children in Oregon, with 30 percent of these children experiencing co-occurring disorders requiring dual diagnoses. The Office of Mental Health Services with the Oregon Department of Human Services estimates there to be approximately 400 children with some sort of mental health issue in Jefferson County under the age of 18, of which 40 are estimated to suffer from co-occurring disorders.<sup>47</sup> Overall, approximately 529 adults and 294 children receive some form of community based mental health care in Jefferson County each year.

Data from the Oregon Child Development Coalition's Program Information Report show that 5 children in Jefferson County were provided mental health services in 2005, with 4 of these children also receiving referrals for additional services. On average, mental health professionals spent 7 hours per month on-site. Likewise, ***14 children were determined to have a disability, roughly 23 percent of enrolled seasonal children and 21 percent of enrolled migrant children in 2005.*** Of these 14 children, each was determined eligible to receive special education and related services. Primary disabilities included non-categorical developmental delays and speech or language impairments.<sup>48</sup>

The following is a breakdown of the agencies providing services - both in the areas of mental health and disabilities - to children in Jefferson County.

- The Oregon Child Development Coalition in Jefferson County shares an interagency agreement with Early Intervention operated by both the High Desert ESD and the Jefferson County Department of Mental Health.
- Lalla Lepschkin, LCSW, provides independent consulting and direct service, including onsite observations and evaluations.
- Best Care provides community mental health, addiction and prevention services. They serve approximately 1,000 adults and 400 children annually.
- The Mount Jefferson Clinic also provides referrals for mental health services to qualified providers.

Representatives from the above agencies were surveyed to determine the greatest mental health and disabilities needs of children and families in the Jefferson County area. Primary needs identified include the need for greater capacity among existing providers. While Best Care is currently seeing more adult referrals, other providers in Jefferson County emphasized difficulties meeting the needs of children. An interview with a local mental health consultant revealed that parenting issues and child behavior are often at the forefront. Thus, greater resources are needed to support parents, especially resources to promote greater fatherhood involvement. Additionally, it was noted that cultural and linguistic barriers act as impediments to care, prompting providers to stress the need for Hispanic, Spanish speaking mental health therapists.

A focus group and interview with parents of program participants and the Mental Health and Disabilities Coordinator for the Oregon Child Development Coalition in Jefferson County revealed that opportunities exist to increase the effectiveness of communication efforts with Early Intervention by working with them to ensure that necessary follow up takes place during

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<sup>47</sup> *Oregon Data Book*, 2003, Oregon Department of Human Services, Office of Mental Health and Addiction Services.

<sup>48</sup> *Program Information Report*, 2004 & 2005, Oregon Child Development Coalition.



the summer months. It was also noted that the Mental Health and Disabilities Coordinator for the Oregon Child Development Coalition in Jefferson County is continuing to work with teachers to ensure that home visits continue to function as platforms for educating parents about the mental health needs of children.

## ► HEALTH & NUTRITION

In August of 2005, the Oregon Office of Rural Health released a report identifying healthcare shortages and underservice throughout Jefferson County, including the area near Madras, Oregon, an area currently served by the Oregon Child Development Coalition.<sup>49</sup> Due primarily to its geographic isolation, health services in Jefferson County are limited, although this is changing somewhat in light of recent in-migration.

In 2005, there was less than 1 doctor for every 1,000 residents in Jefferson County.<sup>50</sup> Within this region of the state, approximately 18.3 percent of the population is without any form of health insurance, an estimate that is somewhat less than figures provided from the Oregon Health and Sciences University, which received 611 visits from Jefferson County residents in 2004, 48 percent of which were only partially or not reimbursable.<sup>51</sup>

In the preceding section, impediments to children's mental health were discussed. One such impediment includes low birth weight. Over the past several years, the number of live births with low-birth rate has declined. In 2004, the rate of low birth was 70.7 (n=22), whereas in 2001, the rate of low birth had been as high as 105.6 (n=32).<sup>52</sup> A similar trend is noted for live births with very low birth weight, with the rate of very low birth dropping to 6.4 (n=2) in 2004 from 13.2 (n=4) in 2001.<sup>53</sup>

The decreasing rate of low-birth may in part be due to efforts focusing on prenatal care. In 2004, 11.9 percent of live births in Jefferson County were also identified as lacking adequate prenatal care.<sup>54</sup> Since 2000, this figure represents a 14 percent decline in the number of live births with inadequate prenatal care and is lower than the percentage reported statewide (5.8 percent). However, it is also noted that the percent of live births with inadequate prenatal care among Hispanics (8.7 percent statewide) is generally higher than that of non-Hispanics.<sup>55</sup> Thus, the decline in the percent of live births with inadequate prenatal care must be interpreted cautiously in light of changing population demographics, specifically growth in the Hispanic population.

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<sup>49</sup> *Oregon Medically Underserved Areas/Populations (MUA/MUP)*, 2005, Oregon Office of Rural Health.

<sup>50</sup> *Active and Practicing Physicians in Oregon by Geographic Region and per 100,000 Population*, 2005, Oregon Public Health Services, Oregon Department of Human Services.

<sup>51</sup> *2004 Percentage Without Health Insurance by Region*, 2004, Oregon Office of Rural Health.

*OHSU and Jefferson County Statistics*, 2004, Oregon Health and Sciences University.

<sup>52</sup> *Live Births with Low Birthweight by County, Oregon Residents, 2001-2004*, Oregon Department of Human Services.

<sup>53</sup> *Live Births with Very Low Birthweight by County, Oregon Residents, 2001-2004*, Oregon Department of Human Services.

<sup>54</sup> *Prenatal Care by Mother's County of Residents, Oregon Residents, 2004*, Oregon Department of Human Services.

<sup>55</sup> *Prenatal Care by Mother's Race and Ethnicity, Oregon Residents, 2004*, Oregon Department of Human Services.



The following is a breakdown of the agencies providing health and dental services to children and families in Jefferson County.

- The Oregon State WIC program serves 1,314 children under the age 5 and 537 pregnant women annually, with 79 percent of those served in Jefferson County at or below the poverty level.<sup>56</sup>
- The Oregon Health and Sciences University received 611 visits from Jefferson County residents in 2004, 48 percent of which were partially or not reimbursable.<sup>57</sup>
- The Jefferson County Health Department provides general health services, parent training and alcohol and drug counseling.
- The Mt. Jefferson Clinic provides medical and dental services, as well as mental health referrals, to nearly 6,000 clients annually. They focus on clients experiencing barriers to care, including the homeless and migrant and seasonal farmworkers.<sup>58</sup>
- Madras Medical Group provides preventive care and for other ongoing medical needs. They do not put a cap on medical clients; all are welcome. They provide a 20 percent discount for the self-pay patient when payment is received at the time of service, and also accept payment arrangements. They have 3 Spanish interpreters, which is a unique service to Central Oregon.
- The Family Care Clinic, Central Oregon Pediatrics and Mountain View Family Care also serve as medical homes for many families enrolled in the Migrant Seasonal Head Start program.
- Dr. Higbee and Dr. Peterson provide dental services to children enrolled in the Migrant Seasonal Head Start program.
- Mountain View Hospital provides outreach and emergency services.

Representatives from the above agencies were surveyed to determine the greatest medical and dental needs of children and families in the Jefferson County area. Primary needs identified were the need to continue to address the health needs of women, including the need for a medical home and regular medical checkups. Additional barriers include limited transportation to and from appointments, as well as language barriers. One provider, in particular, noted that children often interpret for parents who do not speak English. Concerning the issue of transportation, it was noted that most specialty care is currently located in Bend, a more than 1-hour drive away. Additionally, the local hospital recently lost a surgeon, thereby reducing the total number of surgeons in central Oregon to two.

Additional interviews with community leaders revealed that while figures show adequate health care available in Jefferson County, the perception in the community is that there is a gap. Accordingly, the Oregon Health and Science University has been conducting focus groups that allow local community groups to identify additional health related needs and appropriate strategies for continued community education and outreach.

Data from the Oregon Child Development Coalition's Program Information report show that 49 children entered the Migrant Seasonal Head Start program in Jefferson County in 2004 with

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<sup>56</sup> 2005 WIC Facts, 2005, Oregon WIC Program, Oregon Department of Human Services.

<sup>57</sup> OHSU and Jefferson County Statistics, 2004, Oregon Health and Sciences University.

<sup>58</sup> Holly M. Gill, *Officials, Community Celebrate Clinic Opening*, Spring 2006, The Madras Pioneer.



health insurance.<sup>59</sup> Those with health insurance were covered by Medicaid. For those without health insurance (n=17 during 2005), the Oregon Child Development Coalition worked with families to reduce the number of children without health insurance by 6 percent following enrollment. Most children (n=67) have an ongoing source of continuous, accessible care with common health conditions including vision problems, anemia and obesity.

In 2005, following dental screenings, 32 children were identified as needing continued dental treatment and care, an increase of 15 percent from the previous year. An interview with the Health Manager for the Oregon Child Development Coalition in Jefferson County revealed that the agency is currently working with a new local dentist, helping to transition him into his role as a contracted provider. Additionally, the Oregon Child Development Coalition in Jefferson County is continuing to work with the Jefferson County Health Department, a task that has been somewhat difficult recently in light of cutbacks and structural changes within the their department, a comment that was also shared by several other providers in the area.

In the way of an accomplishment, the Health Manager for the Oregon Child Development Coalition in Jefferson County cited the fact that parents are engaged in the preventive care of their children, doing well child exams and keeping up to date on immunizations. A focus group with parents of program participants revealed health care costs continue to be an impediment to families. Currently, 4 families are not covered by the Oregon Health Plan, thereby raising out of pocket expenses. Additionally, parents cited linguistic barriers when attempting to access care, particularly in the Bend area (Deschutes County) which does not have as large of a percentage of Hispanics as compared to areas in Jefferson County.

## ▶ FAMILY SERVICES

In 2004, the Oregon Department of Human Services released figures estimating the number of child abuse victims in Jefferson County to be 98 children, a 42 percent increase from the previous year.<sup>60</sup> These figures amount to approximately 17 child abuse victims per 1,000 children. Shelter counts in Region 6 - an area which includes Jefferson County - show that 105 children under the age of 6 spent one or more nights in shelter in 2005, with the total number of actual *child nights* equal to 3,212, and 14 percent of those receiving shelter services for 30 days or more.<sup>61</sup> Additionally, during the 2004-2005 school year, the Jefferson County School District reported 20 homeless students.

*“[There is a need to address] basic family needs - adequate healthy food, housing, safe and quality childcare.”*

*-Community representative  
Jefferson County*

Each month, roughly 580 families receive TANF benefits in Jefferson County. Relative to counts from the previous year, this figure represents a 3 percent increase.<sup>62</sup> Figures from the Oregon Department of Human Services show that the actual number of food stamps cases has decreased by approximately 1 percent over the past year; however, it remains to be said whether budget

Figure 4.5 – *Jefferson County Data Book*, 2002, Office of Mental Health and Addiction Services, Oregon Department of Human Services.

<sup>59</sup> *Program Information Report*, 2004 & 2005, Oregon Child Development Coalition.

<sup>60</sup> *The State of Children in Oregon’s Child Protective System*, 2004, Oregon Department of Human Services.

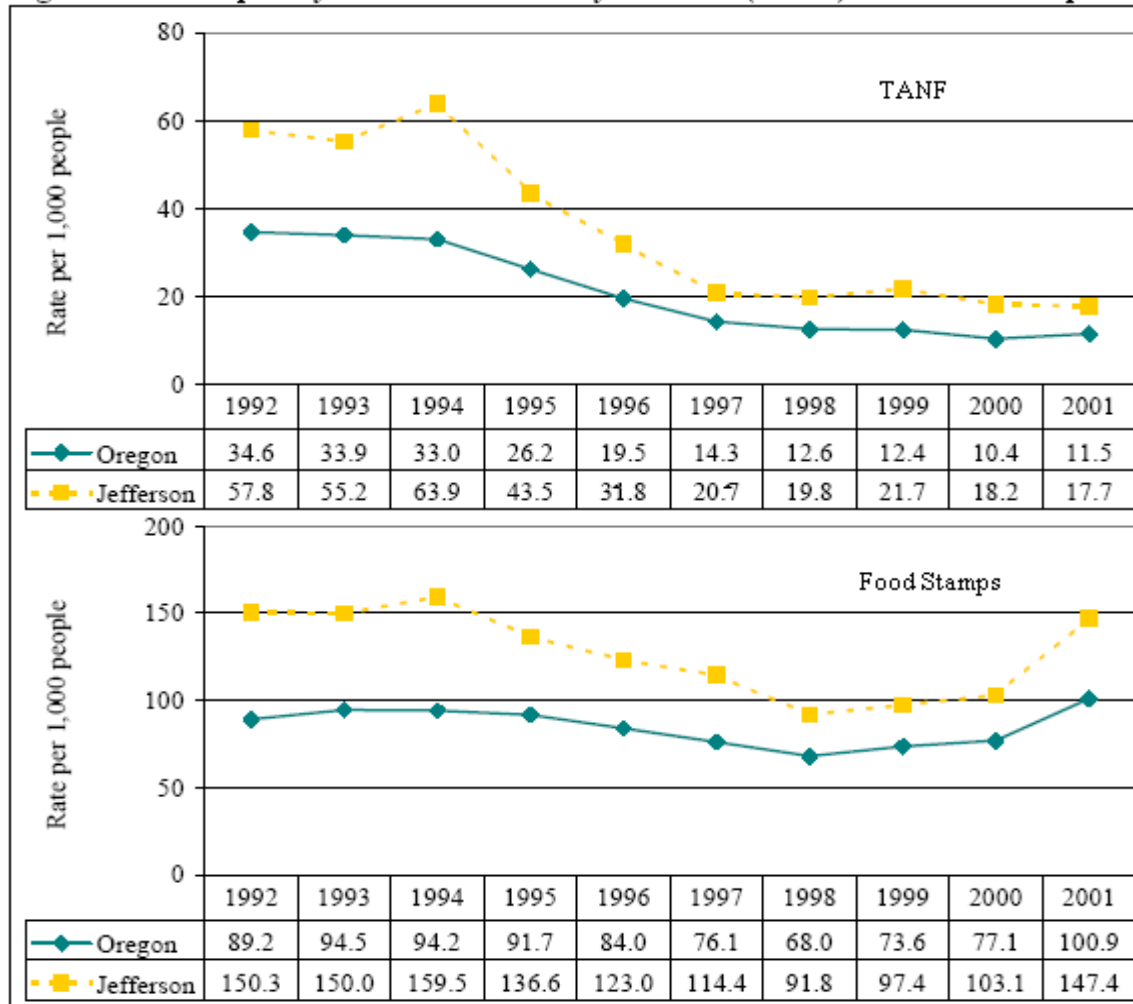
<sup>61</sup> *Summary of Services Provided by Domestic and Sexual Violence Service Programs Funded by DHS*, 2005, Oregon Department of Human Services.

<sup>62</sup> *Oregon TANF Caseload Flash*, May 2006, Oregon Department of Human Services.



cutbacks, rather than lessened need, are responsible for this decline. Figure 4.5 contains information on the number of TANF and food stamps cases over a 10-year period. It is noted that, in both graphs, it is clear that a greater percentage of families in Jefferson County rely on TANF assistance and food stamps relative to the rest of the state.

**Figure 4.5 - Temporary Assistance to Needy Families (TANF) and Food Stamps**



The following is a breakdown of the agencies providing family and social services to children and families in Jefferson County.

- The Oregon Child Development Coalition in Jefferson County has developed an interagency agreement with the local Child Care Resource and Referral provider to facilitate referrals.
- The Oregon Department of Human Services has offices in Jefferson County providing social and health related services to children, adults and families, as well as to seniors and people with disabilities.
- Shelter services in Jefferson County are provided by the Central Oregon Battering and Rape Alliance (COBRA) which offers shelter and transitional services, as well as a hotline, emergency victim assistance, peer counseling and support groups, children’s services, and additional advocacy services.



- The Central Oregon Community Action Network (COCAN) provides childcare resource and referral, support services for rent, electricity, and home remodeling services. They also provide 10 emergency food pantries, 10 emergency meal programs and 19 supplemental programs, serving 6,432 individuals each month.<sup>63</sup>
- Legal Aid Services of Oregon serves the entire central Oregon region, serving over 1,000 clients annually. Correspondence with the regional director found that they do a significant amount of divorce, custody, domestic violence, and landlord-tenant work.
- The Madras Area Community Action Team is focused on housing, health care and economic issues, with their target population being low-income families.
- The Latino Community Leadership Council in Bend, Oregon, advocates for family support services.
- The Central Oregon Council on Aging serves the elderly and handicapped; however others in the community can access dial-a-ride services for a fee.
- The local Catholic and Seventh-day Adventist churches provide youth group activities, food, furniture and housing. The local Catholic church also provides space for preschool.

Representatives from the above agencies were surveyed to determine the greatest family services needs of children and families in the Jefferson County area. It was noted that families are quite connected to their faith communities; thus, the continued need for collaborating with local churches and faith groups. Other providers emphasized the need for more educational opportunities to ensure that families understand Oregon laws, their rights and legal processes. This finding was also discussed during a focus group with parents of program participants, as parents indicated that they have questions not only about contesting traffic violations and understanding how to purchase auto insurance, but also about larger issues involving rental agreements and evictions.

Sixteen percent (n=7) of all families served by the Oregon Child Development Coalition in Jefferson County in 2005 identified as single parent families. In 100 percent of these families was the parent or guardian employed; whereas, of the total number of two-parent families, 88 percent had both partners in the workforce.<sup>64</sup> In 2005, zero families received benefits under the TANF program, a decline from the previous year. In addition, the Migrant Seasonal Head Start program responded to a range of family needs, the most common being health education, transportation assistance, emergency and crisis intervention, and child abuse and neglect.

An interview with the Family Service Manager for the Oregon Child Development Coalition in Jefferson County revealed that, given limited resources and transportation times, it has been difficult to provide services to families living in more remote locations of Jefferson County, far from the location of the current program center in Madras. Additionally, it was noted that there is a need for additional transportation services to serve parents (e.g., driving them to appointments).

Parents of program participants also raised the issue of the need for information and education about those services in the community that are available for those without documentation. In response to this, the Family Service Manager noted that efforts are underway to recruit partners

<sup>63</sup> *Regional Food Banks at a Glance*, 2005, Oregon Food Bank.

<sup>64</sup> *Program Information Report*, 2004 & 2005, Oregon Child Development Coalition.



in the community to participate in joint trainings as a way to build capacity among service providers in the community and more collaboratively address identified needs.

► **CHILDCARE**

The Oregon Childcare Research Partnership lists a total of 74 certified childcare providers in Jefferson County, with approximately 855 childcare slots. These figures translate into 20 childcare slots for every 100 children, 5 slots short of the state benchmark of 25 childcare slots per 100 children.<sup>65</sup>

*“I worked at a local mill and therefore needed flexibility with my rotating shift work schedule.”*

*-Parent and community member  
Oregon Child Care Research Partnership, 2003*

Depending on family type, the Oregon Childcare Research Partnership found that up to 37 percent of some families with children under the age of 13 use some form of paid childcare in Jefferson County, with 34 percent of all children enrolled in some form of paid childcare. In addition, the report found that families use on average nearly 36 hours of paid childcare per week.

**Table 4.13 - Childcare Costs by Type of Care**

Childcare costs in Region C - an area that includes most of Jefferson County - are the lowest in the state, with the median hourly and monthly costs listed in Table

	Family Childcare		Certified Family Childcare		Center Based Childcare	
	Hourly	Monthly	Hourly	Monthly	Hourly	Monthly
Infant	\$1.85	\$345	\$1.85	\$318	\$2.12	\$392
Toddler	\$1.60	\$318	\$1.85	\$318	\$2.12	\$392
Pre K	\$1.60	\$254	\$1.91	\$306	\$1.80	\$291

4.13. Researchers from Oregon State University found a statistically significant difference in childcare costs between Region C and other regions of the state of Oregon, suggesting a unique childcare market in Jefferson County due to its rural location.<sup>66</sup> Further, this research suggests that the childcare subsidy rate provided by the Oregon Department of Human Services is adequate to purchase only one-fifth of market rate childcare slots in Jefferson County.

The following is a breakdown of some of the agencies providing childcare and related services to children in Jefferson County.

- Operated by Central Oregon Community Action Network (COCAN), Childcare Resource and Referral in Jefferson County makes approximately 3,200 referrals annually. They also train and develop approximately 500 childcare providers annually, 12 percent of which are Spanish speaking.
- Four (4) certified childcare centers are listed in the Oregon Child Care Division’s database for Jefferson County.

<sup>65</sup> *Estimated Supply of Childcare in Oregon as of July 1, 2004*, April 26, 2005, Oregon Childcare Research Partnership.

<sup>66</sup> *2004 Oregon Childcare Market Rate Study*, August 2004, Oregon State University Family Policy Program, Oregon Childcare Research Partnership.



- Forty (40) certified childcare homes are listed in the Oregon Child Care Division's database for Jefferson County. Twenty-nine (29) of these are in the Madras area. Roughly one-half of all home childcare providers in Jefferson County speak Spanish.

Representatives from the above agencies were surveyed to determine the greatest childcare needs of children and families in the Jefferson County area. Childcare Resource and Referral noted that there is currently a childcare shortage in Jefferson County, particularly in the Madras area. As providers can only have 2 infants in their care per Oregon Child Care Division regulations, this shortage is especially pronounced for infant care. It was also noted that while areas in neighboring counties are opening new childcare facilities, such services will not benefit families in Jefferson County given its geographic isolation.

Childcare Resource and Referral is currently working to support the professional development of providers in the Madras area. To facilitate this, interest has been expressed in recruiting a representative from the Oregon Child Development Coalition in Jefferson County to serve on their advisory board, which meets quarterly. Interest was also expressed in sharing space for trainings, as well as conducting joint trainings. It was also revealed during interviews that local agencies wish to gain access to the Oregon Child Development Coalition's facility and staff in Madras to see how classrooms are set up and possibly integrate with the agency's online Child Development Associates (CDA) process.

The above opportunities would have the effect of benefiting children and families enrolled in the Migrant Seasonal Head Start program. In 2005, 70 children in the Migrant Seasonal Head Start program received childcare in the home of a relative or acquainted adult.<sup>67</sup> During a focus group with parents of program participants it was noted that parents often leave their child with a relative of acquainted adult simply because of time constraints. Not only would more reliable and better quality childcare benefit enrolled families, but several parents also expressed interest in becoming certified childcare providers which may have the effect of helping to address the childcare shortage in the Madras area.

## ► TRANSPORTATION & HOUSING

Transitioning from a discussion of childcare to one of transportation and housing, Appendix C4.2 contains a map which displays the locations of childcare providers relative to farmworker housing complexes, manufactured home parks and farm labor camps for illustrative purposes.

The lack of transportation services in Jefferson County is currently an issue affecting service providers from across the spectrum. Families experience barriers to a variety of care and services simply because they cannot get there. This is especially the case for families living in more remote areas of the county, where services are at a minimum.

The following is a breakdown of the agencies providing transportation services in Jefferson County.

- Cascade East Ride provide transportation to individuals with the Oregon Health Plan.

<sup>67</sup> *Program Information Report*, 2004, Oregon Child Development Coalition.



- The Central Oregon Council on Aging serves the elderly and handicapped; however others in the community can access dial-a-ride services for a fee.

An interview with the Transportation Coordinator for the Oregon Child Development Coalition in Jefferson County revealed that the agency does all it can to provide transportation services to children enrolled in the Migrant Seasonal Head Start program. Having managed to attract a full time bus driver and provide trainings to parents, the agency has developed new bus routes to more effectively transport enrolled children. Currently, about 5-10 percent of families self-transport, thereby allowing bus service to reach those children living further out. Over the next year, plans are in place to address driver recruitment and retention, as well as grow partnerships with local school districts to share drivers and resources.

As mentioned earlier in this assessment, Jefferson County is growing, seeing an influx of individuals of new residents to the area. In 2005, the city of Madras issued 254 building permits, more than four times the number from the previous year.<sup>68</sup> In the way of a summary of available housing and housing services in the Jefferson County area, the following is provided:

*“Everyone in central Oregon is having a problem finding bus drivers.”*

*-Transportation Coordinator  
The Oregon Child Development Coalition, Jefferson County*

- At least two apartment complexes in Jefferson County - Menta Park and the Willow Creek Apartments - cater to low-income and farmworker families. Overall, there are at least 60 units.
- There are 14 manufactured home parks in Jefferson County, 11 of which are located in Madras.
- There are zero farm labor camps in Jefferson County.
- The Central Oregon Regional Housing Authority (CORHA) provides housing and housing assistance to central Oregon residents. Those seeking assistance from CORHA have noted 6 month to 1 year waits.

A recent needs assessment conducted by the Central Oregon Regional Housing Authority found that home ownership in central Oregon is lowest in Jefferson County (51.2 %).<sup>69</sup> The report also found that families typically spend more than 30 percent of their household income on rent. This finding is supported by statements from parents of program participants estimating that roughly 40 percent of their household income goes towards rent. What is more is that the number of overcrowded housing units is projected to grow from 648 units to 794 units by 2008; thus the Central Oregon Regional Housing Authority estimates that an additional 341 units are needed by 2008.<sup>70</sup>

The above findings are further complicated by the influx of new, wealthier residents to the area. In light such changes, community members have already raised concerns over plans for a new resort in Madras which would displace residents from a current mobile home park. During a

<sup>68</sup> Holly M. Gill, *Subdivisions to Add Nearly 1,200 New Homes*, 2006, The Madras Pioneer.

<sup>69</sup> *Central Oregon Housing Needs Update*, 2003, Central Oregon Regional Housing Authority, prepared by Rees Consulting, Inc.

<sup>70</sup> *Central Oregon Housing Needs Update*, 2003, Central Oregon Regional Housing Authority, prepared by Rees Consulting, Inc.



recent site visit, there was already evidence of such activity with at least one mobile home park already vacated. There is further speculation around where displaced families will go. Some have suggested the areas of Culver, Metolius and Terrebonne. Current population figures would support such assumptions; however, with some 1,700 new homes and 13,000 new residents expected in the area over the next few years, the outlying areas of Culver, Metolius and Terrebonne will not remain isolated for long.

**DATA ANALYSIS: IDENTIFICATION AND PRIORITIZATION OF ISSUES**

**▶ SWOT ANALYSIS**

A SWOT analysis identified the following strengths, weaknesses, opportunities and threats for the Oregon Child Development Coalition in Jefferson County in carrying out its mission to improve the lives of children and families.

**Figure 4.6 Strengths, Weaknesses, Opportunities and Threats**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>* Bilingual, bicultural staff and materials are a resource in the community.</li> <li>* In general, local communities are accepting of cultural differences and have taken steps toward integration.</li> <li>* Agency staff are extensively networked in the community and are recognized as leaders in providing services to the migrant population.</li> </ul>	<ul style="list-style-type: none"> <li>* Limited public awareness of the agency, the Migrant Seasonal Head Start program, and the population served.</li> <li>* It is difficult to effectively track the population of migrant and seasonal farmworkers given changes in agriculture and the growing number of families settling in the area.</li> <li>* While partnerships are a priority for the agency, several providers noted that additional steps could be taken to further develop such relationships.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>* Families are networked and may be a resource in locating qualified bilingual, bicultural employees.</li> <li>* Families are actively involved in local groups and organizations, including faith communities.</li> <li>* Limited resources in the community have fostered an environment characterized by a desire to collaborate.</li> <li>* Continuing to partner with a diverse group of providers may have the effect of generating additional resources for children and families.</li> </ul>	<ul style="list-style-type: none"> <li>* Rumors of recent ICE raids have created a culture of fear and, in conjunction with limited community education and integration, threaten to further polarize various segments of the population.</li> <li>* Jefferson County’s growing population and the subsequent development of farmland threaten to displace migrant and seasonal farmworkers and threaten the economic well-being of low-income families.</li> <li>* The area’s growth has been accompanied by a corresponding increase in low-wage, service level jobs.</li> </ul>



## ► KEY OBSERVATIONS AND RECOMMENDATIONS BY SERVICE AREA

The following observations and recommendations are provided to meet the requirements set forth by the Head Start Performance Standards, 45 CFR 1305, thereby providing a tool for the Oregon Child Development Coalition in Jefferson County to (i) evaluate the program philosophy, and migrant and seasonal objectives, (ii) determine the most needed component services, (iii) specify the recruitment area(s) and related limitations, (iv) determine appropriate locations for centers, and (v) further establish recruitment and selection criteria for children and families. Note, these service area recommendations follow from the above SWOT analysis and are intended to compliment those recommendations provided in the state level assessment.

### **Observations and Recommendations: OCDC in Jefferson County**

**Observation:** Jefferson County’s agricultural community no longer plays a key decision making role in addressing the region’s growth and developing appropriate responses.

**Recommendation:** Continue to advocate for migrant families at the levels of city and county government, and working with the agricultural community to grow relationships and address changes in the community in an integrated, collaborative manner.

### **Observations and Recommendations: Education**

**Observation:** Early childhood education providers have expressed a desire to expand relationships with the agency.

**Recommendation:** Recent construction of a new facility could help to leverage support and expand partnerships by providing a central meeting and training space. Continuing to open doors to partners will also help to identify new support in the community and may generate additional resources.

### **Observations and Recommendations: Mental Health and Disabilities**

**Observation:** In general, there is a shortage of [culturally and linguistically appropriate] mental health services to children and families in Jefferson County, particularly in the Madras area.

**Recommendation:** In the words of one survey respondent, direct efforts to “revert back to a county run [mental health] provider.” Thus, collaborate with local partners - school district, Migrant Education, local childcare providers, etc. - to support the county in restoring and expanding mental health services.

### **Observations and Recommendations: Health and Nutrition**



**Observation:** Community groups and local medical providers are working to address perceptions in the community around limited medical and dental care.

**Recommendation:** Continue to participate in planning processes that bring the diversity of citizens and providers to the table. Further, continue to demonstrate the agency's openness to these processes by offering access to staff trainings, parent meetings, etc.

### **Observations and Recommendations: Family Services**

**Observation:** In light of the current immigration debate, an opportunity exists for the agency to educate parents about their legal rights and the rights of their children in an effort to equip families with the information and resources necessary to advocate for themselves.

**Recommendation:** Continue to develop opportunities for educating parents while enlisting the help and expertise of local law enforcement, and legal services.

### **Observations and Recommendations: Childcare**

**Observation:** There is currently a shortage of childcare in the Madras area, particularly quality childcare, as well as integrated opportunities for developing new and existing childcare providers in the area.

**Recommendation:** In collaboration with Child Care Resource and Referral, an opportunity exists to develop joint trainings and development activities to not only increase the stock of quality childcare in the area, but also to support Migrant Seasonal Head Start parents in their desire to become certified childcare providers.

### **Observations and Recommendations: Transportation and Housing**

**Observation:** There are limited transportation resources in Jefferson County, with limited transportation services identified as one of the primary impediments experienced by low-income and farmworking families in Jefferson County.

**Recommendation:** In general, there is an opportunity for the agency to grow partnerships to (i) better understand exactly what transportation services are in fact available and to whom, and (ii) to grow involvement in efforts intended address current transportation shortages.

**Observation:** The housing market in Jefferson County, particularly in the Madras area, is growing at a pace that is out of step with the wages of low-income families.

**Recommendation:** Continue to advocate for migrant families by engaging city and county government, planners, and the regional housing authority to ensure that families are not pushed out and relegated to outlying areas where services and amenities are limited.



## **SUMMARY**

Jefferson County is undergoing a period of intense change that will disproportionately affect low-income and farmworking families. Despite the diversification of local industries, it remains that service and agricultural work will be left behind in the sense that these employees will continue to earn minimum wage while having to pay more for housing and services. Thus, the Oregon Child Development Coalition is faced with two options that are not necessarily mutually exclusive. First, the agency may choose to focus its efforts on those outlying areas that will in the future accommodate displaced families such as Culver and Metolius. Such a course would require the agency to expend efforts and resources designed to build the capacity of service providers in and around these areas. Second, the agency may chose to continue its efforts aimed at advocating for low-income and farmworker families in those areas currently experiencing the most significant growth, such as Madras, and work to ensure that low-income and farmworker families are not only considered in planning processes, but also integrated into the mainstream in a way that will benefit the whole community.

