



*Investing in our future*

**portland  
children's  
levy**

**Annual Report:  
Investment Expectations, Results and Implications  
2015 - 2016**

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## Introduction

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This report reviews the performance of investments made by the Portland Children's Levy (PCL) in 2015-16. An executive summary of key findings appears on the next page; the entire report follows. Section I of the report discusses the performance of all Levy funded programs as a group, and Section II examines performance in each of the six program areas (early childhood, child abuse prevention and intervention, foster care, after-school, mentoring and hunger relief). The report analyzes performance compared to investment goals set by the PCL Allocation Committee, and uses a set of performance metrics that have been tracked over time. The report concludes by identifying areas of success, areas where improvement is needed, and areas where more information is needed before conclusions can be drawn.

## Background

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In 2013, prior to beginning a competitive funding process, the PCL Allocation Committee adopted the following goals for all Levy program investments:

- Prepare children for school;
- Support children's success inside and outside of school;
- Reduce racial and ethnic disparities in children's well-being and school success.

PCL also adopted program area goals and strategies. For a full discussion of PCL's goals, strategies and accountability metrics, see this linked document, [PCL Goals Strategies Accountability 2014 – 2019](#).

Last, PCL set the following three investment goals to guide decisions in the competitive funding process:

- Increase investment in culturally specific services;
- Invest at least 30% of resources allocated to each program area in culturally specific services;
- Increase investment in East Portland due to increased rates of poverty and racial/ethnic diversity in this geography.

The goals and strategies were informed by the public input gathered in 2013 prior to the funding round and local data on children and families in the City of Portland.<sup>1</sup>

Each year PCL measures progress toward its goals by analyzing data collected from grantees on the services delivered. Annual data are reported to the Allocation Committee using the metrics below:

- **Service Goals:** Meeting goals in providing a specified level of service to the community;
- **Demographics:** Serving populations and geographies that are historically underserved and face significant systemic barriers to school success,
- **Program Participation:** Maximizing participation in, and minimizing early exits from program activities;
- **Outcomes:** Meeting all or the majority of outcomes goals;
- **Staff Turnover:** Keeping staff turnover as low as possible.

PCL also analyzes these data by program area, and compares data between program areas to better understand how performance trends and results are distributed across types of investments.

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<sup>1</sup> Reports available at [www.portlandchildrenslevy.org](http://www.portlandchildrenslevy.org). Public input summary compiled by PCL staff in 2013, [Community Input Report 2013](#). Local data report compiled by PCL staff in 2013, [Portland's Children: Key Local Data](#).

To provide additional context, average performance on these metrics over the first two years of the current Levy (2014-2016) is compared to average performance on the same metrics by grantees over the 5-year period of the previous Levy (2009-2014).

#### *Data Collected on Hunger Relief Investments*

When PCL was renewed by voters in 2013, the voters approved adding hunger relief as a program area in which to invest due to persistent food security issues for the local population. The Allocation Committee decided that the primary outcome of the investments would be to relieve hunger. As a result of these decisions, PCL is tracking data on the number and demographics of people served, the amount of food provided, and staff turnover, along with some data on frequency of use by participants in funded programs. PCL is not tracking outcome data since it presumes that providing food relieves hunger, and increasing options to access additional food helps reduce food insecurity in the community generally.

Data on hunger relief programs are, for the most part, excluded from the Levy-wide data discussed in Section I of the report for several reasons. Data gathered from hunger relief programs are dissimilar to data gathered in other programs areas because hunger relief services are typically not relationship-based, are often short term, and serve large numbers of individuals, all of which skew the data reported on many of the variables discussed below. If data on hunger relief programs are included in the metrics discussed below, it is specifically noted in the applicable section. For data on the performance of hunger relief programs, see pages 32-34 of this report.

## Executive Summary of Report Findings

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**Investment Goals:** PCL met its investment goals of increasing access to services in East Portland (38.1% in previous 5-year Levy; 42.9% in 2015-16), and of increasing investment in culturally specific services (31.4% in previous 5-year Levy; 36% in 2015-16). It exceeded its goal of investing at least 30% of funding in culturally specific services across the Levy.

**Progress toward Levy-wide Goals:** 2015-16 data gathered from grantees show that programs served slightly more children than they projected. Demographic data on clients served by grantees indicate that 70.1% of children served in 2015-16 identified as children of color. The majority of children served were from homes with family incomes at or below 185% of the federal poverty level, and 31.8% were from homes in which the primary language spoken was not English. Racial/ethnic populations accessed Levy programs proportional to, or in excess of, relevant comparison populations (e.g. student population or children in foster care). These data suggest PCL-funded services primarily reached historically underserved populations that face significant systemic barriers and opportunity gaps for achieving positive outcomes.

Additional data reported by PCL grantees show high rates of participation in PCL-funded services over the first two years of the current Levy. An average of 81.0% of program participants received the minimum dosage, a significant improvement over average performance in the previous 5-year Levy (66.6%). Minimum dosage is the amount of service a participant must complete to have the greatest likelihood of achieving program outcomes. In addition, data show near parity between racial/ethnic groups that enrolled in services and those who received the minimum dosage. This data suggests that programs successfully engaged and retained populations of color.

Programs collectively met an average of 82.2% of their outcome goals which is slightly lower than the average for the previous 5-year levy (87.8%). The change is likely attributable to outcome and measurement method changes by continuing grantees, and the addition of 25 new programs funded in the new Levy period. It takes time for new programs to develop expertise in setting and measuring appropriate outcomes. An average of 20% of PCL paid staff positions turned over which is slightly higher than average performance in the previous Levy period (18.5%).

Taken together, these data suggest programs made progress with preparing children for school and supporting them to be successful in and out of school. These collective results contribute to community-wide efforts to reduce racial/ethnic disparities in educational outcomes. Data also suggest that PCL can improve by increasing access to services and engaging the sustained participation of particular populations in some program areas.

## SECTION I. Performance of All Levy Funded Programs<sup>2</sup>

### 1. Investment Goals

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#### **Expectations**

Increasing Funding for Culturally Specific Services: Public input solicited in connection with the 2014 funding process prioritized increasing investment in culturally specific services to better address client preference, and to improve outcomes for children of color. During the last Levy period (2009-2014), PCL invested 31.4% of total grant funds in culturally specific programming. In the 2014 funding round, applicants that met a definition of culturally specific service earned bonus points in the funding process.

Investing a Minimum of 30% of Resources in each Program Area in Culturally Specific Programs: PCL set this goal with the intent of spreading investments in culturally specific services among all program areas supported by the Levy.

Increasing Services Available East of 82<sup>nd</sup> Avenue: Local data indicate that poverty rates, and racial/ethnic diversity have increased in this part of the city, particularly for children, and that children of color face systemic barriers to academic achievement. Public input received prior to 2014 grant funding echoed this data and stressed that fewer social and supportive services are located east of 82<sup>nd</sup> Avenue which makes it more difficult for children navigating poverty and children of color to access services.

In the last Levy period, 38.1% of the people served either resided or went to school east of 82<sup>nd</sup> Avenue. In the 2014 funding round PCL again awarded additional points to applicants who could demonstrate that more than 50% of those served in the program would reside or go to school east of 82<sup>nd</sup> Avenue.

#### **Results**

Increasing Funding for Culturally Specific Services: The percentage of total Levy funds invested in culturally specific services increased from 31.4% in the last Levy period (2009-2014) to 36% in FY15-16.

Investing a Minimum of 30% of Resources in each Program Area in Culturally Specific Programs: PCL exceeded this goal in 5 of 6 program areas but failed to meet the goal in hunger relief (no investment in culturally specific programs).

Increasing Services Available East of 82<sup>nd</sup> Avenue: The percentage of children served who resided or went to school east of 82<sup>nd</sup> Avenue increased from 38.1% over the last Levy period (2009-2014) to 42.9% in 2015-16. In contrast, an estimated 25% of Portland residents live east of 82<sup>nd</sup> Avenue<sup>3</sup>.

#### **Implications**

Data on investments in the current Levy period demonstrate that PCL has met most of its investment goals by:

- Increasing investment in culturally specific services between the last 5-year Levy and the first year of the current Levy;
- Investing at least 30% of resources in five of six program areas in culturally specific programs;
- Increasing the percentage of those served who reside or go to school in east Portland.

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<sup>2</sup> Data on hunger relief programs is excluded from the data in this section **UNLESS OTHERWISE NOTED.**

<sup>3</sup> East Portland Demographics 2010, by Uma Krishnan, at: <http://eastportlandactionplan.org/related-documents>

## 2. Service Goals and Services Provided

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### **Expectations**

PCL enters into grant agreements with all funding recipients to provide specified services. Each grant agreement includes an obligation to serve a specified number of people and to provide a level or amount of service to each child, caregiver and/or family. Grantees are required to track and report the number of people served. Staff then tracks whether each grantee meets goals, and aggregates the information for each program area and for the Levy as a whole.

#### **Number Served: FY 2015-16<sup>4</sup>**

	<b>FY 15-16</b>
<b>Goal</b>	9,529
<b>Actual</b>	10,571
<b># +/-</b>	1,042
<b>% +/-</b>	10.9%

### **Results**

Service goals set in each grant agreement are based on funding level and program service model. During the previous Levy period (2009-2014), grantees served 15.6% more people than they were obligated to serve. Data for 2015-16 show a similar pattern with grantees exceeding service goals by 10.9%.

### **Implications**

Exceeding contract goals for the number of children (or families, parents/caregivers depending on the program) served can have different implications depending on other data reported by an individual program. In some cases, serving more children may mean that there was higher turnover for each service slot a program has available which is generally something that all parties strive to avoid. In other cases, a grantee may have partnered with another organization, or received additional funding from another source which created capacity to serve more youth.

Programs that provide drop-in services may have large fluctuations in service numbers from year to year such that it is difficult to predict the number served. Finally, newer programs or programs that have made significant adjustments to their model may have difficulty setting accurate goals. Staff analyzes data and narrative information provided in grantee reports to determine the reason service goals were exceeded and notes any concerns regarding these reasons in feedback provided to the grantee and to the Allocation Committee.

## 3. Demographics of Children and Families Served

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### **Expectations**

PCL collects data on demographic characteristics of children and caregivers served including gender, age, zip code of residence or school, race/ethnicity, primary language spoken in the home, socio-economic status, and disability. PCL uses these data: (1) to assure that each grantee serves its focus population, (2) to assess who is being served through an equity lens, and (3) to assure that, taken together, PCL-funded programming reaches underserved populations and geographies in order to address systemic barriers and increase opportunities for positive outcomes.

*Addition of Disability Category to Data Reporting:* In 2014-15, PCL began asking grantees to collect and report the number of participants served who have a disability. PCL has not collected this data in the past and seeks to understand the number and percentage of children and caregivers with disabilities

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<sup>4</sup> Participants included for this data point include children, parents and in some cases duplicated children. The number served differs from the number for whom demographics are reported in the charts on page 9 because demographic information only reflects unduplicated children and youth served.

served in funded programs. However, collection and reporting of this data is complicated by several factors that could substantially skew the results. PCL staff has not determined how many grantees asked clients about disability on enrollment forms. If a grantee reported serving no children/caregivers with a disability, this may be because the grantee did not ask clients on enrollment forms, or if the question was asked, clients chose not to answer it. In addition, people may interpret what constitutes a disability differently, leading to different responses when the question is asked. Last, in some communities, disabilities may be more or less stigmatized, which may lead to underreporting. Thus, using reported data on service to people with disabilities may not be an accurate way to determine whether PCL funded services are, in fact, accessed by people with disabilities.

*Advancing Equity in Service Access for Racial/Ethnic Groups:* Prior to the 2014 funding round, PCL adopted goals which include reducing racial and ethnic disparities in children’s well-being and school success. Systemic barriers to academic achievement for historically underserved children, overrepresentation of African-American and Native American children in the foster care system, and higher rates of poverty for children of color all point to the importance of directing significant investment to programs serving children of color. PCL strives to serve a higher percentage of these populations as compared to the percentage of the total relevant population composed by that group. For example, if 10% of the children attending Portland schools are African American, then PCL expects that the percentage of African-American children served in funded programs would exceed 10% since they are historically underserved and experience disparities in educational outcomes compared to white students.

*Addition to Race/Ethnicity Data Reporting:* In 2014-15, PCL began asking grantees to collect and report “inclusive” race/ethnicity identification data on program participants that identified as more than one race/ethnicity. The purpose of collecting and reporting this information is to provide a more accurate picture of the racial/ethnic identifications of those participating in PCL funded services whose identity was previously reported only as “multi-racial/ethnic.” PCL has included this data for a subset of participants since not all grantees were able to collect and/or report inclusive race/ethnicity data in 2015-16.

## **Results**

*Gender, Age and Primary Language:* Levy programs served more female children (50.3%) than male children (46.3%) in 2015-16; 0.2% identified as transgender or genderqueer, and 3.2% of those served did not report gender. In the last Levy period, the percentages of males and females were close to equal for those who reported gender.

Children aged 0-8 comprised 49.2% of the total service population in 2015-16, a similar portion as was served in this age group in the previous Levy period (53%). The high portion of young children served as compared to older youth reflects PCL’s ongoing priority to invest early in a child’s life in order to support positive development.

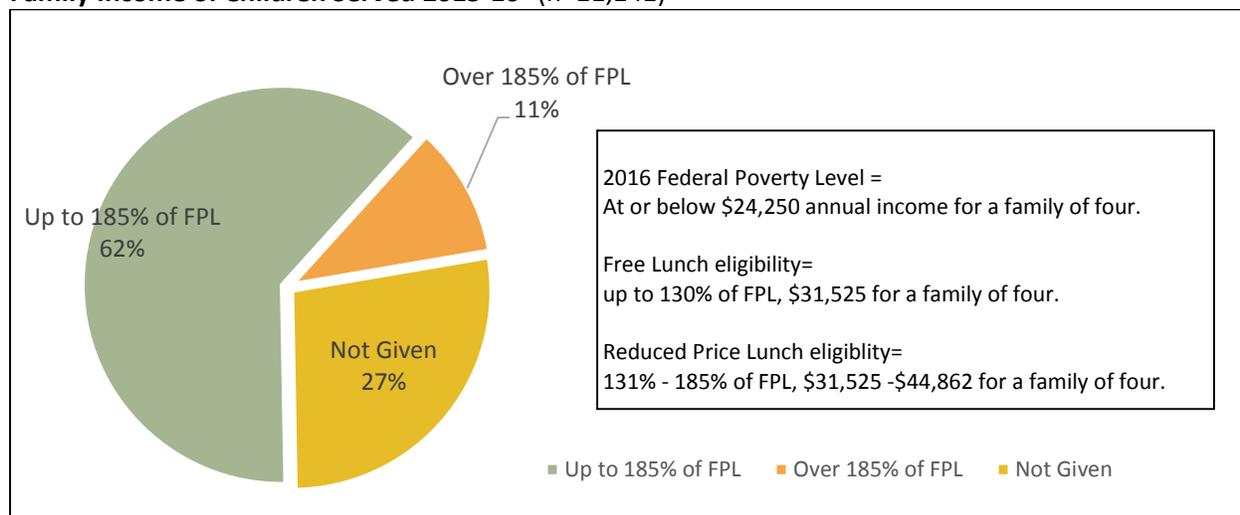
In 2015-16, the distribution of primary languages spoken in the homes of participants was similar to the averages over the previous Levy period: 61.2 spoke English (average of 58% in last Levy period), 19.9% spoke Spanish (average of 20% in last Levy period); and 11.9% spoke another language (average of 10% in last Levy period).

*Disability:* Keeping in mind the limitations of these data as described above, the results should be interpreted with caution. Among children served in 2015-16, 2.6% had a disability, and 3.5% of caregivers served had a disability. Research by the Center for Disease Control suggests that the national

prevalence rate of disabilities in children aged 3-17 is 13.87% for any disability (defined in the study as including attention deficit disorder, intellectual disability, cerebral palsy, autism, seizures, stuttering/stammering, hearing deficiency, vision deficiency, learning disorders or other developmental delay).<sup>5</sup> This data suggests that Levy funded programs did not reach children with disabilities proportional to the incidence of disabilities in the population of children. The American Community Survey in 2014 estimated that 12% percent of the population aged 18-64 in Multnomah County has a disability (defined as difficulties in hearing, vision, cognition, ambulating, self-care and independent living). Data on the percentage of caregivers served with disabilities (who are mostly between the ages of 18-64) indicate that Levy funded programs did not provide access to programming to caregivers with disabilities proportional to the incidence of disability in the adult population in Multnomah County.

**Family Income:** At least 62% of the children served in 2015-16 lived in families at or below 185% of the federal poverty level (\$44,862 for a family of 4).<sup>6</sup> Grantees did not report family income data on 27% of the children served primarily because some programs do not ask participants to include family income on enrollment forms. Given that PCL funded programs are designed to reach historically underserved communities, likely more children served were, in fact, living in families that earn less than 185% of the federal poverty level.

**Family Income of Children Served 2015-16<sup>7</sup> (n=11,141)**



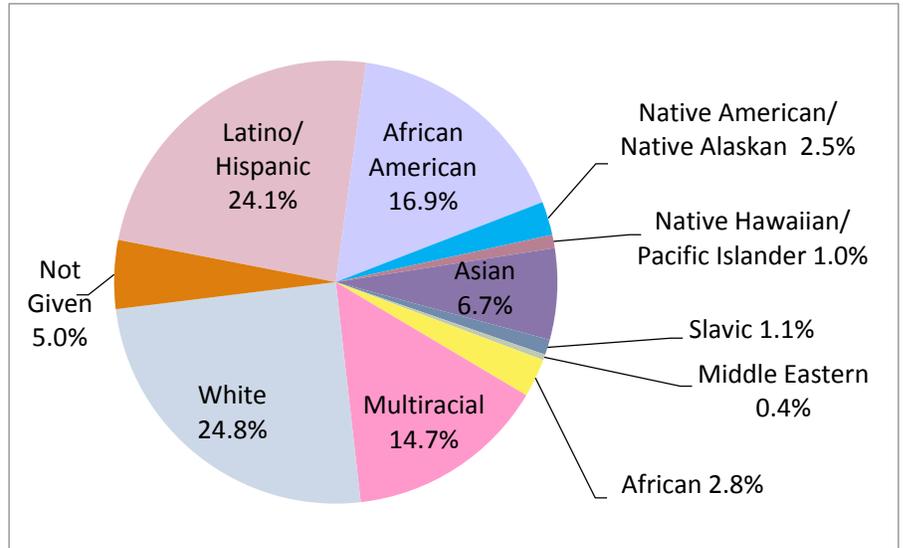
<sup>5</sup><https://www.cdc.gov/ncbddd/developmentaldisabilities/features/birthdefects-dd-keyfindings.html>

<sup>6</sup> 2016 Federal Poverty Level was \$24,250 for a family of 4, <https://www.federalregister.gov/articles/2015/01/22/2015-01120/annual-update-of-the-hhs-poverty-guidelines>. The median income for a family of 4 in Portland was \$73,900 in 2015, <https://www.portlandoregon.gov/phb/article/522288>

<sup>7</sup> The federal government has begun implementing a Community Eligibility Program (CEP) for high poverty schools that allows all students at the school to eat lunch free of charge. All students attending CEP schools were counted as meeting the eligibility standards for the free and reduced price lunch program (i.e. living in households earning up to 185% of FPL).

**Racial/Ethnic Identity:** The percentage of children of color served in 2015-16 was 70.1% as compared to 64.4% over the 5 years of the previous Levy. In contrast, the percentage of children of color attending school districts in the City of Portland was 50.2% in 2015-16. In other words, over two-thirds of PCL program participants were children of color, while children of color make up only half of the school aged population in Portland. (See charts.)

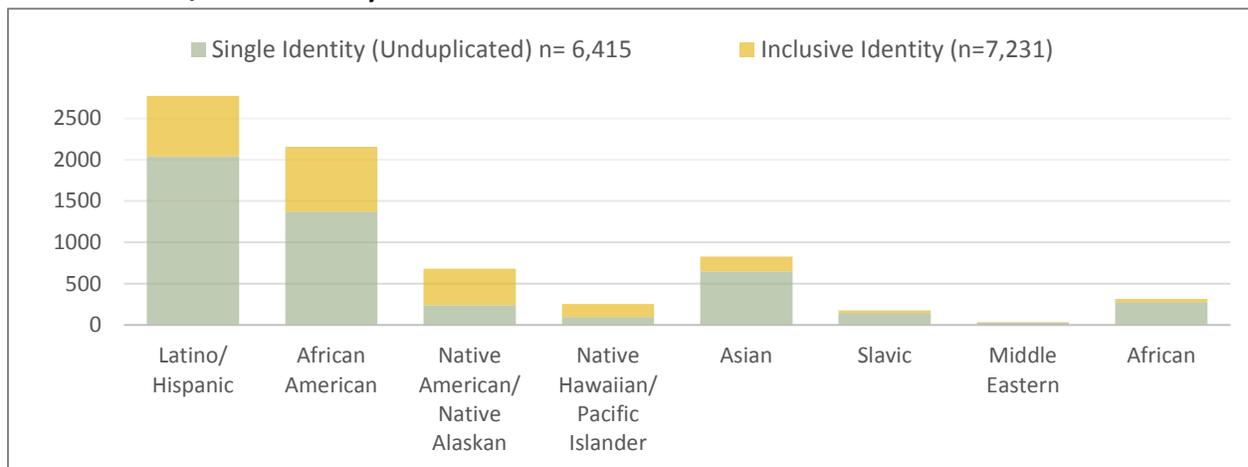
**Race/Ethnicity Identity of Children Served, 2015-16 (n=11,141)**



**Racial/Ethnic Identity of Children Served: Compared to Portland Schools Enrollment, 2015-16<sup>8</sup>**

Race/Ethnicity Identity	Levy Programs Children Served 15-16	Students Enrolled in Portland School Districts 2015-16
Latino/Hispanic	24.1%	21.8%
African American/African	19.7%	9.6%
Native American/Native Alaskan	2.5 %	0.8%
Asian	6.7%	8.8%
Native Hawaiian/Pacific Islander	1.0%	1.2%
Middle Eastern	0.4%	<i>(districts do not provide data)</i>
Multiracial	14.7%	7.9%
White (includes Slavic)	25.9%	49.8%
Not Given	5.0%	<i>(districts do not provide data)</i>

**Inclusive Racial/Ethnic Identity of Children Served 2015-16**



<sup>8</sup> Oregon Department of Education (ODE) 2015-16 enrollment data for the following school districts: Portland, David Douglas, Parkrose (districts entirely within City of Portland boundaries), Reynolds and Centennial (portion of districts within City of Portland boundaries). ODE data do not break out number of students that identified as African, Slavic or Middle Eastern. PCL reports those categories. In PCL funded programs in FY15-16, 2.8% of children identified as African, and 1.1% identified as Slavic.

### ***Implications***

Overall, the Levy has successfully provided access to historically underserved populations:

- Serving proportionally more children of color;
- Serving greater proportions of all races/ethnicities other than white, Asian, and Native Hawaiian/Pacific Islanders than these groups compose in the population of children attending school in Portland.

Data from grantees who were able to collect and report data on all of the racial/ethnic identifications of multi-racial/ethnic participants shows that grantees served twice as many participants that identify, at least in part, as Native American/Native Alaskan and Native Hawaiian/Pacific Islander as compared to those who identify only as Native American/Native Alaskan or Native Hawaiian/Pacific Islander.

## **4. Participation in Program Services**

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### ***Expectations***

The Levy tracks two participation variables on all funded programs: (1) the percentage of participants who enroll but exit services after minimal participation—referred to as “early exit”; and (2) the percentage of participants that receive a “minimum dosage” of the service. The minimum dosage is set by each grantee in negotiation with staff and takes into account minimums set by similar programs, the program model, and data analysis by the grantee to determine the level of participation necessary to affect outcomes. PCL tracks these data to understand the participation rate for each program area, to assure that programs regularly track and review these data for possible improvement, and to develop reasonable expectations for participation for various types of services to use in the future.

### ***Results***

The average percentage of participants exiting early in the current Levy period is 7.4%, which is lower than the 5-year average of 8.8% in the previous Levy period. The current Levy average percentage of participants receiving the minimum dosage was 81.0% which is higher than the 5-year average of 66.6% during the last Levy period.

### ***Implications***

Keeping early exit rates as low as possible, and increasing the percentage of participants who receive the minimum dosage for outcome tracking are important goals for assuring that programs serve participants long enough to have the intended impacts. Overall, grantee programs had high rates of participation by children and families served.

### ***Disaggregation of Participation Data by Race/Ethnicity***

### ***Expectations***

Grantees disaggregate the group of program participants who received the minimum dosage by race/ethnicity and compare the percentages of each racial/ethnic group that received the minimum dosage to the percentage of each racial/ethnic group that enrolled in the program. Comparing this data to data on the race and ethnicity of those who enrolled in programming will help us understand whether any particular racial/ethnic groups disproportionately exited services before receiving the minimum dosage.

## Results

There was near parity in the percentages of participants who enrolled in services and received the minimum dosage for most racial/ethnic groups, with the biggest disparity in the white population (1.6% difference).

**Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Funded Programs, 2015-16**

Race/Ethnicity Identity	Participants Enrolled in PCL Services <sup>9</sup>	Participants Receiving Minimum Dosage in PCL Services
Latino/Hispanic	26.0%	25.6%
African-American	15.7%	15.3%
Native American/Native Alaskan	2.8%	2.4%
Native Hawaiian/Pacific Islander	1.1%	1.1%
Asian	8.0%	9.3%
Slavic	1.6%	1.8%
Middle Eastern	0.5%	0.6%
African	3.9%	4.3%
Multi-Racial/Ethnic	14.2%	14.7%
White	22.1%	20.5%
Not Given	4.0%	4.6%

## Implications

Overall, the data suggest that grantees retained similar portions of the populations that enrolled in services.

## 5. Outcomes Achieved

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### Expectations

Most PCL grants includes at least one outcome goal that the grantee expects the participants in the program to achieve as a result of participating in the program.<sup>10</sup> Outcome goals selected relate to the Levy's overall goals. PCL staff work with grantees to set outcomes that are appropriate for the services delivered. Since PCL funds many types of services, the specific outcomes tracked by grantees are too numerous to list in this report. For greater detail on outcomes tracked in each program area, see Section II of this report.

Outcomes tracked can be generally grouped into the following categories:

- Child development and health
- Parenting practices and family functioning
- Child stability and welfare
- Indicators of school success including attendance and academic achievement
- Social-emotional competencies and indicators of positive youth development such as self-confidence, positive social behaviors, engagement, and connection to school

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<sup>9</sup> Participants analyzed for this data point include children and caregivers depending on who is the primary recipient of the service. The percentages of populations served differ from those reflected on the chart on page 7 because the page 7 chart shows the breakdown of children served and does not include caregivers who, in some cases, are the primary service recipient.

<sup>10</sup> Grants that do not include outcomes are as follows: VOA: Gateway Child Care, Child Care Initiative, and hunger relief grants.

## **Results**

Grantees report program outcomes to PCL annually. Staff tracks the total number of outcomes in the grant, and the number of outcomes met for the annual period. Grantees met an average of 82.2% of outcomes goals set in grant agreements for this Levy period. This is less than the 5-year average of 87.8% of goals met in the previous Levy period.

## **Implications**

The lower percentage of goals met is likely due partly to changes in the specific programs funded during this Levy period compared to the previous Levy period, and that some of these programs were start-ups. In total, 25 new programs were added in the first two years of the current Levy. In staff's experience, start-up programs often need to adjust outcome goals and projections as they gain more experience delivering services. In addition, PCL staff worked with grantees to streamline outcomes tracked, resulting in a reduction in the total number tracked collectively. The change in methods affected percentage of outcome goals met because the denominator was reduced considerably.

## **6. Staff Turnover**

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### **Expectations**

PCL does not set specific goals around staff turnover. Based on data gathered during the last 5-year Levy, PCL expects that between 15-20% of program staff will turnover annually, and that different program areas will experience different rates of turnover. PCL focuses on monitoring staff turnover at the individual grant level to identify issues for specific programs, and also considers turnover percentages by program area to determine whether providers of particular types of services experience higher turnover. Staff turnover can impact program delivery, participation rates, and outcomes achieved as new staff are trained and begin new relationships with other staff and program participants. PCL requires grantees to report the total number of PCL positions funded annually, the number of positions that turned over, and the number of times each position turned over. PCL aggregates this information to determine the percentage of positions that turned over across all Levy programs, and the percentage that turned over in each program area.

### **Results**

During this Levy period an average of 20.0% of PCL-funded positions<sup>11</sup> turned over. This is similar to the average rate for the last Levy period which was 18.5% and is within the range of 15-20%. Staff turnover percentages in individual program area are discussed in Section II of this report.

### **Implications**

While the percentage of PCL funded positions that turned over is within the typical range and close to the 5-year average, PCL anticipates that current efforts in supporting reflective supervision in the early childhood, child abuse prevention and intervention, and foster care program areas will help to decrease staff turnover for the participating programs.

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<sup>11</sup> This includes positions funded in hunger relief grants. In this case, including data from hunger relief grants does not skew results because the number of staff PCL supports in this program area is not large in comparison to the number of positions supported in other program areas.

## Section II: Program Area Data

The following section of the report details program performance by program area in order to better understand how performance trends and results are distributed across types of investments.

## 1. Early Childhood

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In 2015-16 PCL funded 17 early childhood program grants with the goal of supporting children's early development and readiness for Kindergarten. Programs employing the following strategies were funded to meet this goal:

- **Intensive Home-Visiting for children prenatal - 3 years old**
- **Preschool, Head Start, or structured preschool-like experiences**
- **Early Childhood Mental Health Consultation**

In FY15-16 PCL added 3 grants to increase the availability of Head Start/Oregon Pre-Kindergarten in Portland. The Levy also invested in a four-year initiative to support affordable childcare for working families with low-incomes. The Community Childcare Initiative (CCI) serves children ages 6 weeks to 12 years old, and because of the age span of those served, the investment is not considered to be in the Early Childhood program area and its performance figures are excluded from the early childhood program area and are reported separately following the section on Hunger Relief.

### **Investment Goals**

*Culturally Specific Programming:* PCL set a goal of investing at least 30% of resources allocated in each program area to culturally specific programming. In the early childhood program area, 48.3% of resources allocated in 2015-16 were invested in culturally specific early childhood programming.

### **Service Goals and Demographics of Children Served**

Early childhood programs served 2,131 children, exceeding projections for numbers served 10.8%.

### ***Service Access Equity: Race/Ethnicity of Children Served in PCL Early Childhood Programs, 2015-16<sup>12</sup>***

<b>Race/Ethnicity Identity</b>	<b>Children Served in Early Childhood Programs</b>	<b>Students enrolled in Portland School Districts</b>
Latino/Hispanic	29.7%	21.8%
African-American/ African	20.5%	9.6%
Native American/ Native Alaskan	1.5%	0.8%
Native Hawaiian/ Pacific Islander	0.9%	1.2%
Asian	6.0%	8.8%
Middle Eastern	1.3%	<i>(data not reported by districts)</i>
Multi-Racial/ Ethnic	6.8%	7.9%
White (includes Slavic)	29.9%	49.8%
Not Given	3.4%	<i>(data not reported by districts)</i>

*Primary Language:* 51.8% of those served were from homes with English as the primary language (compared to 61.2% Levy wide), 26.2% primarily spoke Spanish, 18.2% primarily spoke another language, and 3.8% did not report the data.

*Participants Residing in East Portland:* 31.1% of all children in early childhood programming resided in East Portland as compared to 42.9% Levy-wide. The early childhood figure includes a large early childhood mental health consultation program that provides a range of services for hundreds of children

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<sup>12</sup> Oregon Department of Education (ODE) 2014-15 enrollment data for the following school districts: Portland, David Douglas, Parkrose (districts entirely within City of Portland boundaries), Reynolds and Centennial (portion of districts within City of Portland boundaries). ODE data do not break out number of students that identified as African, Slavic or Middle Eastern. PCL reports those categories; in PCL early childhood programs 1.5% of children identified as African, 1.7% as Slavic, and 1.3% as Middle Eastern.

at multiple Head Start, preschool and childcare settings around Portland. If that program is removed and data are analyzed for multi-year intensive early childhood programs specifically (e.g. home visiting and preschool), 52.9% of participants served resided in East Portland.

*Family Income:* Among children for whom data were reported, 84.9% of children served were from families with annual incomes at or below 185% of the Federal Poverty Level. Income data was not reported on 16.1% of participants in early childhood programs.

### **Grantee Performance Metrics<sup>13</sup>**

The tables below show grantee performance in the early childhood program area. Below the tables is a summary of the outcomes met by children and families served by PCL early childhood programs.

**Early Childhood Program Performance:** Average Performance in Current Levy (2 years) compared to Performance in Previous Levy (5 years)

Metric	Early Childhood Previous Levy Period Average (5 years)	Early Childhood Current Levy Period Average (2 years)	All Programs Current Levy Period Average (2 years)
Early Exit (% of participants)	3.7%	5.1%	7.4%
Participation/Minimum Dosage (% of participants)	74.8%	80.1%	81.0%
Outcome Goals Met (% of outcomes goals)	93.2%	81.1%	82.2%
Staff Turn Over (% of staff)	13.5%	17.7%	20.0%

**Service Participation:** Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Early Childhood Programs, 2015-16

Race/Ethnicity Identity	Participants Enrolled in Early Childhood Programs	Participants Received Minimum Dosage in Early Childhood Programs
Latino/Hispanic	46.3%	45.0%
African-American	8.1%	9.1%
Native American/ Native Alaskan	1.3%	0.6%
Native Hawaiian/ Pacific Islander	0.7%	0.7%
Asian	8.0%	11.3%
Slavic	4.0%	4.8%
Middle Eastern	2.6%	2.3%
African	3.1%	2.9%
Multi-Racial/ Ethnic	7.4%	4.7%
White	18.0%	18.3%
Not Given	0.5%	0.1%

### **Early Childhood Program Outcomes<sup>14</sup>**

PCL grantees collect outcome data on children and parents participating in services long enough to receive a “minimum dosage.” For participants that completed enough service to measure outcomes, the following outcome were achieved:

<sup>13</sup> See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

<sup>14</sup> Each program reports only on outcomes relevant to its program model. Outcome data describe what happened with children and families in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL programs caused these results. Percentages reported pertain only to the programs tracking those outcomes and to the children/families that met minimum dosage and were assessed for outcomes.

- 82.1% of children met age appropriate developmental milestones; those that didn't meet milestones either worked with early intervention/early childhood special education services or received other support to address identified developmental concerns.<sup>15</sup>
- 91.2% of children were up-to-date with immunizations.<sup>16</sup>
- 95.8% of parents/caregivers demonstrated or improved positive parenting practices.<sup>17</sup>

## **Implications**

**Demographic data of children served suggest early childhood programs reached children with significant opportunity gaps for high quality experiences for early learning and development.** The data indicate that PCL-funded early childhood programs reached more children with programming than projected, and programs primarily served children of color and children experiencing poverty. Programs served a higher proportion of children of color than were enrolled in Portland schools, and served a more linguistically diverse population than was served Levy-wide. Intensive early childhood services (e.g. home visiting and preschool), served a higher proportion of children living in East Portland (52.9%) than was served by all early childhood programs. There were small disparities—a few percentage points—between racial demographics in the school population and those accessing PCL early childhood services for children identifying as Pacific Islanders, as Asian, and as multiracial. This suggests PCL should continue to monitor equity of service access and assure early childhood opportunities for children in these populations.

**Near parity between who accessed services and those who received the minimum dosage suggest that grantees are doing well with participation and engagement strategies with children of color and with white children.** Overall, there was near parity between the portion of children of color enrolled (81.5% of the enrolled population) compared to the portion of children of color that met minimum dosage (81.4%), and that parity was similar for white children (18% of those enrolled and 18.3% of those meeting minimum dosage). The largest disparity is for multi-racial/ethnic children (a 2.7 point difference between percentage that enrolled in services and percentage meeting minimum dosage). It is unclear from the data whether there are particular populations in that category that have higher or lower rates of participation.

**Early Childhood grantees performed lower on the performance metrics than average performance in past years; however, the dip is minimal and explained by contextual factors.** Early Childhood grantees performed lower on 3 metrics—early exits, outcomes met and staff turnover—compared to their 5-year average performance in the previous Levy, and similarly on the other metric. Contextual factors from the past 2 years influenced performance. First, PCL streamlined grantees' outcome reporting methods. While the total number of outcomes collectively not met by Early Childhood grantees has ranged over time from 5 – 16 (with “up-to-date immunizations” as the most commonly unmet outcome), the denominator for the calculation shrank dramatically from 115 in the previous Levy period to 73 in this Levy period. The change in methods affects the percentage of outcomes met. Second, the Early Childhood program area has typically had lower turnover rates compared to Levy-wide rates. Over the past 2 years with the increases in state, federal and local funding invested in early childhood services, there was workforce mobility between positions in the field and many grantees reported staff moving within and among early childhood agencies. Turnover decreased in 2015-16 as compared to last year.

<sup>15</sup> 13 programs tracked child developmental milestones; 426/519 children met age appropriate milestones.

<sup>16</sup> 8 programs tracked children's immunizations; 320/351 children were up-to-date on immunizations.

<sup>17</sup> 11 programs tracked various parenting outcomes related to positive parenting practices; 296/309 parents/caregivers demonstrated or improved positive parenting practices.

**Children and families' outcome data suggest that programs support children's positive early development.** PCL early childhood programs had high outcome achievement by children and families served, but the percent of children on track with development milestones dipped slightly this year from 89% last year to 82% this year. The rate of children not on-track with age appropriate developmental milestones (18%) is higher than the rate of prevalence of disability and delay in the national child population (13%). These data suggest that programs reached children early, identifying delays by doing periodic developmental screening and monitoring of child development; children not meeting developmental milestones were referred for additional assessment and service supports. The rate of immunization among children in PCL early childhood programs (91.2%) exceeds the county-wide, state-wide, and US immunization rates for 2 year-olds (73%).<sup>18</sup> Parenting outcome data suggests programs strengthened families' foundation for promoting and nurturing children's positive early development.

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<sup>18</sup> The Health of Multnomah County: Children's Health 2014, page 1. <https://multco.us/file/29345/download>

## 2. Child Abuse Prevention and Intervention

In 2015-16 PCL funded 17 child abuse prevention and intervention program grants with the goal of preventing child abuse and neglect and supporting families. Programs employing the following strategies were funded to meet this goal:

- **Strengthen Parenting Skills and Resilience**
- **Address Trauma through Therapeutic Intervention**

In FY 2015-16 PCL added 3 grants to strengthen parenting skills and resilience; 2 of the 3 new grants are for culturally specific services for African American families.

### Investment Goals

*Culturally Specific Programming:* PCL set a goal of investing at least 30% of resources allocated in each program area to culturally specific programming. In the child abuse prevention and intervention program area, 31.5% of resources allocated in 2015-16 were invested in culturally specific programming.

### Service Goals

Child abuse prevention and intervention (CAPI) programs served a total of 2,689 children and parents/caregivers, exceeding projections for numbers served by 15.6%.

### Demographics of Children Served

*Service Access Equity: Race/Ethnicity of Children Served in PCL CAPI Programs, 2015-16<sup>19</sup>*

Race/Ethnicity Identity	Children Served in Child Abuse Prevention & Intervention Programs	Children in Foster Care in Multnomah County
Latino/Hispanic	24.8%	18.2%
African-American/ African	17.5%	14.4%
Native American/ Native Alaskan	2.3%	3.3%
Asian/ Pacific Islander	3.6%	1.6%
Middle Eastern	0.2%	<i>(data not reported by DHS)</i>
Multi-Racial/ Ethnic	17.1%	18.1%
White (includes Slavic)	28.9%	43.9%
Not Given	5.6%	0.5%

*Primary Language:* 72.7% of those served were from homes with English as the primary language (compared to 61.2% Levy-wide), 20.3% spoke primarily Spanish, 3.8% spoke another language, and 3.2% did not provide this data.

*Participants Residing in East Portland:* 45.0% of children in child abuse prevention and intervention programming resided in East Portland as compared to 42.9% Levy-wide.

<sup>19</sup> Oregon Department of Human Services (DHS), Child Welfare is the source of data on unduplicated number of children in foster care in Multnomah County between July 1, 2015 and June 30, 2016. DHS does not break out number of children identified as African, Pacific Islander, Slavic, or Middle Eastern. PCL reports those categories; in PCL child abuse prevention and intervention programs 0.9% of children identified as African, 0.5% as Pacific Islander, 0.3% Slavic, and 0.2% Middle Eastern. DHS only counts children as multi-racial if they identify in part as African American or Native American/Native Alaskan (e.g. a child identifying as both Asian and White would not be counted as multi-racial but as the race identify listed first in the DHS data system). DHS counts all children identifying as Latino/Hispanic as Latino/Hispanic regardless of race (e.g. a child identifying as Latino and Native American is counted as Latino, not multi-racial/multi-ethnic). PCL counts all children that identify as two or more races/ethnicities as multi-racial/multi-ethnic.

*Family Income:* Among children for whom data were reported, 89.9% of children served were from families with annual incomes at or below the Federal Poverty Level. Income data was not reported on 30.4% of participants in child abuse prevention and intervention programming.

**Grantee Performance Metrics<sup>20</sup>**

The tables below show grantee performance in the child abuse prevention and intervention program area. Below the tables is a summary of the outcomes met by children and families served by PCL child abuse prevention and intervention programs.

**Child Abuse Prevention and Intervention Program Performance: Average Performance in Current Levy (2 years) compared to Performance in Previous Levy (5 years)**

Metric	CAPI Previous Levy Period Average (5 years)	CAPI Current Levy Period Average (2 years)	All Programs Current Levy Period Average (2 years)
Early Exit (% of participants)	12.5%	10.0%	7.4%
Participation/Minimum Dosage (% of participants)	65.5%	81.7%	81.0%
Outcome Goals Met (% of outcomes goals)	86%	81.7%	82.2%
Staff Turn Over (% of staff)	31.9%	25.5%	20.0%

**Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Child Abuse Prevention and Intervention Programs, 2015-16**

Race/Ethnicity Identity	Participants Enrolled in Child Abuse Prevention & Intervention Programs <sup>21</sup>	Participants Receiving Minimum Dosage in Child Abuse Prevention & Intervention Programs
Latino/Hispanic	28.7%	34.1%
African-American	19.4%	19.4%
Native American/ Native Alaskan	3.7%	2.4%
Native Hawaiian/ Pacific Islander	1.0%	0.5%
Asian	3.6%	4.1%
Slavic	0.3%	0.5%
Middle Eastern	0.3%	0.5%
African	1.8%	2.0%
Multi-Racial/ Ethnic	11.3%	11.3%
White	28.8%	24.3%
Not Given	1.1%	1.0%

**Child Abuse Prevention and Intervention Program Outcomes<sup>22</sup>**

PCL grantees collect outcome data on parents and/or children participating in services long enough to receive a “minimum dosage”. For participants that completed enough service to measure outcomes, the following outcomes were achieved:

<sup>20</sup> See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

<sup>21</sup> Participants analyzed for this data point include children and caregivers depending on who is the primary recipient of the service. The percentages of populations served differ from those reflected on the table on page 15 because the page 15 table shows the breakdown of children served and does not include caregivers who, in some cases, are the primary service recipient.

<sup>22</sup> Each program reports only on outcomes relevant to its program model. Outcome data describe what happened with children and families in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL programs caused these results. Percentages reported pertain only to the programs tracking those outcomes and to the children/families that met minimum dosage and were assessed for outcomes.

- 83.4% of parents/caregivers met parenting outcomes.<sup>23</sup>
- 92.1% of children met therapeutic intervention outcomes.<sup>24</sup>
- 73.3% of children were meeting age appropriate developmental milestones.<sup>25</sup>

## **Implications**

***Demographic data of children served in PCL-funded child abuse prevention and intervention programs suggest that programs reached underserved children.*** The data indicate that PCL-funded child abuse prevention and intervention programs reached more children with programming than projected, and programs primarily served children of color and children experiencing poverty. Programs served a higher proportion of children of color than were in foster care and served a less linguistically diverse population than was served Levy-wide. Almost half of the participants resided in East Portland.

A further analysis of the race/ethnicity of the population served in this program area suggests that the proportion of African-American children served is slightly more than the proportion of African-Americans in foster care while the proportion of Native American and multiracial children served is slightly less than the number of Native Americans and multiracial children in foster care. Ideally, programs would be serving higher proportions of both populations because they are overrepresented in the foster care population as compared to their percentages in the Portland school population.<sup>26</sup> It is important to note that there are significant differences in the methodologies used by DHS and PCL in categorizing race and ethnicity and therefore caution should be used in drawing any conclusions from data comparisons.

***Participation data suggest that grantees successfully engaged participants of color.*** A larger portion of Latino participants received the minimum dosage than were enrolled (5.4 percentage-points higher). Conversely, a smaller portion of white participants received the minimum dosage than were enrolled (4.5 percentage-points lower). A larger portion of participants of color received the minimum dosage (74.7%) than were enrolled in services (70.1%) suggesting that grantees are successfully retaining participants of color.

***Data on performance metrics indicate child abuse prevention and intervention program grantees made performance improvements when compared to the previous Levy period.*** Programs performed better on 3 metrics this Levy period—early exit, minimum participation, and staff turnover—compared to their average performance over the previous Levy period. Several contextual factors may have influenced the current Levy period data. First, seven new programs were added to this program area (four in FY 2014/15 and three in FY 2015/16). The start-up year for programs presents challenges with outcome reporting. For example, new programs lack historical data upon which to set outcome goals and may have initially set goals too high, or may have encountered challenges with the measurement tools selected. Additionally, PCL changed the definition of “early exit” for many programs. Previously, many programs defined early exit based on a length of time a participant was enrolled in services prior to exiting (e.g. 90 days). Early exits are now typically defined as exiting before receiving at least 3 units of service (e.g. 3 home visits). Programs performed worse on 2 metrics – early exit and staff turnover – compared to the average Levy-wide performance in the current period; this was also the case in the previous Levy period.

<sup>23</sup> 15 programs tracked various parenting outcomes related to positive parenting practices; 391/469 parents met the outcome.

<sup>24</sup> 2 programs tracked outcomes related to therapeutic intervention (improvement in cognitive coping skills OR improvement in symptoms of PTSD, anxiety, depression, and behavioral symptoms); 35/38 children met the outcome.

<sup>25</sup> 5 programs report on developmental milestones; 192/262 met developmental milestones.

<sup>26</sup> African-American students compose 9.6% of the student population in Portland Public Schools; Native American students compose 0.8% of the student population.

***Participant outcome data suggest that programs support families in achieving positive parenting and child development outcomes.*** The percentage of children and parents that achieved positive outcomes is consistent with past performance. Parents in PCL child abuse prevention and intervention programs continue to demonstrate or make improvements with positive parenting practices, particularly positive parent-child interaction. The rate of children on-track with age appropriate developmental milestones is consistent with past outcome data in this program area.

### 3. Foster Care

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In 2015-16, PCL funded 8 foster care program grants with the goal of supporting the well-being and development of children and youth in foster care. Programs employing the following strategies were funded to meet this goal:

- **Academic support, early childhood through college**
- **Support youth in the transition to adulthood**
- **Permanency for youth**

#### **Investment Goals**

*Culturally Specific Programming:* PCL set a goal of investing at least 30% of resources allocated in each program area to culturally specific programming. In the Foster Care program area, 31.4% of resources allocated in 2015-16 were invested in culturally specific programming.

#### **Service Goals**

Foster care programs served a total of 445 children, youth and teen parents, exceeding projections for numbers served by 3.2%.

#### **Demographics of Children and Youth Served**

*Service Access Equity: Race/Ethnicity of Children Served in PCL Foster Care Programs, 2015-16<sup>27</sup>*

<b>Race/Ethnicity Identity</b>	<b>Children and Youth Served in Foster Care Programs</b>	<b>Children and Youth in Foster Care in Multnomah County</b>
Latino/Hispanic	8.9%	18.2%
African-American/ African	22.5%	14.4%
Native American/ Native Alaskan	10.0%	3.3%
Asian/ Pacific Islander	1.3%	1.6%
Middle Eastern	0.2%	<i>(data not reported by DHS)</i>
Multi-Racial/ Ethnic	23.1%	18.1%
White (includes Slavic)	31.4%	43.9%
Not Given	2.6%	0.5%

*Primary Language:* 63.4% of youth served in foster care programs were from homes with English as the primary language (compared with 61.2% Levy-wide), 3.9% spoke primarily Spanish, 0.2% spoke another language, and 32.5% did not provide this data.

*Family Income:* Among children for whom data were reported, 97.9% of children served were from families with annual incomes at or below the Federal Poverty Level. Income data was not reported on 37.7% of the participants in foster care programs.

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<sup>27</sup> Oregon Department of Human Services (DHS), Child Welfare is the source of data on unduplicated number of children in foster care in Multnomah County between July 1, 2015 and June 30, 2016. DHS does not break out number of children identified as African, Pacific Islander, Slavic, or Middle Eastern. PCL reports those categories; in PCL foster care programs 0.7% of children identified as African, 0.4% as Pacific Islander, 0% Slavic, and 0.2% Middle Eastern. DHS only counts children as multi-racial if they identify in part as African American or Native American/Native Alaskan (e.g. a child identifying as both Asian and White would not be counted as multi-racial but as the racial identity listed first in the DHS data system). DHS counts all children identifying as Latino/Hispanic as Latino/Hispanic regardless of race (e.g. a child identifying as Latino and Native American is counted as Latino, not multi-racial/multi-ethnic). PCL counts all children that identify as two or more races/ethnicities as multi-racial/multi-ethnic.

### Grantee Performance Metrics<sup>28</sup>

The tables below show grantee performance in the foster care program area. Below the tables is a summary of the outcomes met by children and youth served by PCL foster care programs.

#### **Foster Care Program Performance:** Average Performance in Current Levy (2 years) compared to Performance in Previous Levy (4 years)

Metric	Foster Care Previous Levy Period Average (4 years)	Foster Care Current Levy Period Average (2 years)	All Programs Current Levy Period Average (2 years)
Early Exit (% of participants)	1.5%	5.2%	7.4%
Participation/Minimum Dosage (% of participants)	67.5%	82.6%	81.0%
Outcome Goals Met (% of outcomes goals)	75.2%	83.6%	82.2%
Staff Turn Over (% of staff)	24.0%	17.6%	20.0%

#### **Service Participation:** Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Foster Care Programs, 2015-16

Race/Ethnicity Identity	Participants Enrolled Foster Care Programs <sup>29</sup>	Participants Receiving Minimum Dosage in Foster Care Programs
Latino/Hispanic	9.4%	13.3%
African-American	21.1%	23.8%
Native American/ Native Alaskan	10.3%	3.2%
Native Hawaiian/ Pacific Islander	0.4%	0%
Asian	1.1%	1.4%
Slavic	0%	0%
Middle Eastern	0.2%	0%
African	0.7%	0%
Multi-Racial/ Ethnic	21.3%	28.4%
White	32.6%	29.8%
Not Given	2.7%	0.5%

### Foster Care Program Outcomes<sup>30</sup>

PCL grantees collect outcome data on children, youth, and parents participating in services long enough to receive a “minimum dosage”. For participants that completed enough service to measure outcomes, the following outcome results occurred:

- 94.0% of children and youth met academic outcomes.<sup>31</sup>
- 88.2% of youth increased life skills (transition to adulthood outcome).<sup>32</sup>
- 70.8% of children and youth met permanency outcomes.<sup>33</sup>

<sup>28</sup> See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

<sup>29</sup> Participants analyzed for this data point include children and caregivers depending on who is the primary recipient of the service. The percentages of populations served differ from those reflected on the table on page 18 because the page 18 table shows the breakdown of children served and does not include caregivers who, in some cases, are the primary service recipient.

<sup>30</sup> Each program reports only on outcomes relevant to its program model. Outcome data describe what happened with children and youth in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL programs caused these results. Percentages reported above pertain only to the programs tracking those outcomes and to the children/youth that met minimum dosage and were assessed for outcomes.

<sup>31</sup> 4 programs reported academic outcomes (school engagement; on track to graduate high school, college enrollment, and improvement in academic success); 78/83 children and youth met the outcome.

<sup>32</sup> 1 program reported on a transition to adulthood outcome; 15/17 youth met the outcome.

<sup>33</sup> 4 programs reported on permanency outcomes (reunification/adoption, increase in appropriate parenting practices, and connection to kin); 46/65 youth met the outcome.

## Implications

**Demographic data on children served in PCL-funded foster care programs show that programs reached populations overrepresented in foster care. However, programs may need to focus on serving more Latino children.** African American and Native American children are overrepresented in the foster care population as compared to the percentage of these populations attending Portland schools.<sup>34</sup> The race/ethnicity data of the children served in this program area suggest that the proportion of African-American and Native American children served is higher than the percentage of these populations in foster care. However, the proportions of children identifying as Latino, Pacific Islander and Asian served are lower than the percentage of children in foster care from those populations. It is important to note that there are significant differences in the methodologies used by DHS and PCL in categorizing race and ethnicity and therefore caution should be used in drawing any conclusions from data comparisons.

The data also indicate that PCL-funded foster care programs reached slightly more children with programming than projected, and programs primarily served children of color and children experiencing poverty. Programs served a higher proportion of children of color than were in foster care.

**Participation data suggest that grantees successfully engaged African Americans, a population overrepresented in foster care.** Among participants meeting minimum dosage, African Americans composed a higher portion (23.8%) compared to the portion of African American participants enrolled (21.1%) indicating that grantees focused on retention strategies for this population overrepresented in foster care. For Native Americans, another population that is overrepresented in foster care, the participants meeting the minimum dosage (3.2%) composes a lower portion compared to the portion of Native American participants enrolled (10.3%). However, it is important to note that many participants identified as multi-racial identify as part Native American. The culturally specific foster care program for Native American children/youth reported that all participants that received the minimum dosage of service were multi-racial.

**Data on performance metrics indicate foster care program grantees made performance improvements when compared to the previous Levy period.** Foster care programs performed better on 3 metrics this Levy period— minimum participation, outcomes met, and staff turnover—compared to their average performance over the previous Levy period.

The percentage of early exits increased from an average of 1.5% over the last Levy period to 5.2% in this Levy period. This increase is likely due to changes in the definition of “early exit” for many programs. Previously, early exit was commonly defined as a length of time a participant was enrolled in services prior to exiting (e.g. 90 days). Early exits are now typically defined as exiting before receiving at least 3 units of service (e.g. 3 home visits).

**Participant outcome data suggest programs support the well-being and positive development of children and youth in foster care.** Children and youth served in PCL-funded foster care programs face systemic barriers to success. High percentages of participants demonstrated positive outcomes related to academics and the transition to adulthood. A majority of participants achieved permanency outcomes.

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<sup>34</sup> African-American students compose 9.6% of the student population in Portland Public Schools; Native American students compose 0.8% of the student population.

#### 4. After-School

In 2015-16 PCL funded 16 after-school program grants with the goal of providing safe, constructive after-school programming that supports children’s well-being and school success. Programs employing the following strategies were funded to meet this goal:

- **Intensive academic supports;**
- **Enrichment programming;**
- **New SUN Community Schools:** SUN Community Schools provide intensive academic supports to a portion of youth served, and also provide enrichment programming.

#### Investment Goals

*Culturally Specific Programming:* PCL set a goal of investing at least 30% of resources allocated in each program area to culturally specific programming. In 2015-116, 44.5% of after-school resources were invested in culturally specific after-school programming.

#### Service Goals

After-school programs served a total of 4,680 youth, exceeding projected numbers served by 13.9%.

#### Demographics of Youth Served

*Service Access Equity: Race/Ethnicity of Youth Served in PCL After-School Programs, 2015-16<sup>35</sup>*

Race/Ethnicity Identity	Youth Served in After-School Programs	Students Enrolled in Portland Schools
Latino/Hispanic	23.1%	21.8%
African-American/African	19.1%	9.6%
Native American/Native Alaskan	2.3%	0.8%
Native Hawaiian/Pacific Islander	1.4%	1.2%
Asian	9.7%	8.8%
Middle Eastern	.2%	<i>(data not reported by districts)</i>
Multi-Racial/Ethnic	15.6	7.9%
White	22.6	49.8%
Not Given	6.0	<i>(data not reported by districts)</i>

*Primary Language:* 57.6% of youth came from homes with English as the primary language (compared with 61.2% Levy wide), 19.5% spoke primarily Spanish, 16 % spoke another language, and 6.9% did not provide this data.

*Participants Residing in East Portland:* 45.7% of participants in after-school programming resided or went to school in East Portland as compared to 42.9% Levy-wide.

*Family Income:* 73.3% of students served and for whom this data was available lived in homes where the family income was 185% of the Federal Poverty Level or below (i.e. eligible for participation in the free or reduced price lunch program), or attended a school participating in the Community Eligibility Program. Income data was not reported on 31.8% of participants in after-school programs.<sup>36</sup>

<sup>35</sup> Oregon Department of Education (ODE) enrollment data for 2015-16 in the following school districts: Portland, David Douglas, Parkrose (these school districts are within City of Portland boundaries), Reynolds and Centennial (portion of these districts are within City boundaries). ODE data do not break out the number of students that identified as African, Slavic or Middle Eastern. In this chart, African and African American students served by PCL programs are combined, as are White and Slavic students. In PCL after-school programs 4.4% of children identified as African, 1.7% as Slavic, and 0.2% as Middle Eastern.

<sup>36</sup> Total youth served per demographic report and total youth reported by MESD (3085/4523).

### Grantee Performance Metrics<sup>37</sup>

The tables below show grantee performance in the after-school program area. Below the tables is a summary of the outcomes met by youth, and data on academic indicators for youth in PCL funded after-school programs.

#### **After-School Program Performance: Average Performance in Current Levy (2 years) compared to Performance in Previous Levy (5 years)**

Metric	After-School Previous Levy Period Average (5 years)	After-School Current Levy Period Average (2 years)	All Programs Current Levy Period Average (2 years)
Early Exit (% of participants)	9.4%	7.9%	7.4%
Participation/Minimum Dosage (% of participants)	67.4%	82.5%	81.0%
Outcome Goals Met (% of outcomes goals)	80.9%	78.4%	82.2%
Turn Over (% of staff)	15.0%	22.6%	20.0%

#### **Service Participation: Race/Ethnicity of Participants enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL After-School Programs, 2015-16**

Race/Ethnicity Identity	Participants Enrolled in After-School Programs	Participants Receiving Minimum Dosage in After School Programs
Latino/Hispanic	23.1%	21.8%
African-American	14.7%	14.2%
Native American/Native Alaskan	2.3%	2.7%
Native Hawaiian/Pacific Islander	1.4%	1.4%
Asian	9.7%	10.2%
Slavic	1.7%	1.8%
Middle Eastern	.2%	.3%
African	4.4%	4.6%
Multi-Racial/Ethnic	15.6%	16.1%
White	20.9%	20.2%
Not Given	6.0%	6.7%

### After-School Program Outcomes<sup>38</sup>

After-school programs track a variety of youth development outcomes including positive social behaviors and teamwork skills, engagement and belonging, positive attitudes toward school, positive self-esteem and self-confidence. In programs tracking progress on at least one youth development outcome, 83.6% of the youth who received the minimum dosage met the youth development outcome.<sup>39</sup>

<sup>37</sup> See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

<sup>38</sup> Outcome data describe what happened with children and families in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL programs caused these results. Percentages reported above pertain to the programs tracking those outcomes and to the children/families that met minimum dosage and were assessed for outcomes.

<sup>39</sup> 14 of 16 programs tracked and reported on at least one youth development outcome in 2015-16, 2,005/2399 youth met the youth development outcome tracked. Outcomes tracked include the following: 4 programs tracked self-confidence/self-esteem; 4 programs tracked positive social behaviors; 3 programs tracked positive attitude toward school; 2 programs tracked engagement and 1 program tracked skill acquisition. Two programs do not track youth development outcomes.

### ***Academic Data on After-School Program Participants<sup>40</sup>***

PCL staff requests data on a variety of academic variables from the school districts for the PCL program participants that meet the minimum participation requirement for the program in which they enrolled. This data provides a descriptive snap shot of the population served and their academic status in an annual period.

- 92.8% of participants attended at least 90% of school days;
- 96.6% had no suspensions or expulsions during the school year;
- 31.7% of participants tested met academic benchmarks in math;
- 40.4% of participants tested met academic benchmarks in reading;
- 85.6% of the high school freshman, sophomore and junior participants were on track for graduation in credit attainment (6, 12, and 18 credits earned respectively);
- 87.0% of participants in the final year of high school graduated;

### **Implications**

#### ***Demographic data on youth served in PCL funded after-school programs show that after-school programs reached underserved populations that face systemic barriers to academic achievement.***

After-school programs served more youth than anticipated, and primarily served children of color (73.1%). Programs served a greater proportion of children of color than were enrolled in Portland schools, served a more linguistically diverse population than was served Levy-wide, and nearly half of the participants resided or went to school in East Portland. There was, however, a small disparity for youth identifying as Native American/Alaska Native or as multiracial— 1-point difference-- between youth accessing PCL After School programs and youth enrolled in Portland schools.

***The same percentage of children of color accessed services and received the minimum dosage indicating that grantees are successfully retaining children of color in services (73.1%).*** There were some differences between who accessed services and those who received the minimum dosage for different racial/ethnic groups with slightly larger percentages of Latino, African American, Native American and white youth enrolling and smaller percentages receiving the minimum dosage. The reverse was true for Asian, Slavic, Middle Eastern, African and multi-racial youth where a greater percentage of population received minimum dosage than were enrolled in services.

***Data on performance metrics shows after-school program grantees are performing better on 2 of 4 performance metrics as compared to their average performance during the previous levy.*** After-school programs have performed better on 2 metrics this Levy period, early exits and minimum participation, compared to their average performance over the previous Levy period. The percentage of participating youth who received the minimum dosage in after-school programs is substantially higher than the average for this program area in the previous Levy period. This is due to a variety of factors including changes in which programs were funded, and a change in how the percentage was calculated for SUN school participants.<sup>41</sup> In contrast, after-school programs achieved a slightly lower percentage of outcomes, and average staff turnover has increased.

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<sup>40</sup> In addition to the variables listed below, PCL has also tracked progress on English Language Proficiency for students designated English language learners. Progress was previously defined as advancing one level in an academic year. However, between the 2014-15 and 2015-16 school years, the Oregon Department of Education changed the scoring method for the exam which means data cannot be compared between these two years.

<sup>41</sup> Multnomah County requires that all SUN sites serve at least 200 youth and that at least 100 youth participate at least 30 days during the year (the minimum dosage for outcome tracking). Previously, PCL-funded SUN sites set a goal of 50% of youth served attending at least 30 days (based on the required service minimums set by the county). However, many SUN sites serve

**Outcome and academic performance data suggest that programs support positive youth development and positive academic performance.** Data on youth development outcomes suggest that programs are supporting positive youth development with 83% of youth meeting these outcomes. Data on academic variables show good results for attendance, behavior, credit attainment and graduation from high school. Results on the new Smarter Balanced standardized tests have improved slightly from 2014-15 but are still poor with 31.7% of youth who were tested in math meeting expectations, and 40.1% in English language arts. In Portland schools, 41.5% met expectations in math, and 53.2% of students met expectations in English Language Arts.<sup>42</sup> In all years for which this data has been analyzed, lower percentages of PCL program participants have met math and reading benchmarks than percentages that meet these benchmarks in Portland Schools. This is likely because PCL-funded programs are serving students with the greatest need for additional supports, and those who may be the furthest behind academically.

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substantially more than 200 youth per year, but most do not have 50% of those youth attending at least 30 days. PCL has changed its requirement to align with the county interpretation.

<sup>42</sup> Oregon Department of Education, Smarter Balanced Results, 2015-16 available at

<http://www.ode.state.or.us/search/page/?=5387>.

## 5. Mentoring

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In 2015-16 PCL funded 6 Mentoring program grants with the goal of connecting children and youth with caring adult role models that support their well-being. Programs employing the following strategy were funded to meet this goal:

- **Supports for students' academic achievement and/or post-secondary pursuits**

In FY 2015-16 PCL added 1 grant focused on increasing college enrollment and college retention/graduation for underserved students facing significant barriers to college entry.

### **Investment Goals**

*Culturally Specific Programming:* PCL set a goal of investing at least 30% of resources allocated in each program area to culturally specific programming. In the mentoring program area, 36.9% of resources allocated in 2015-16 were invested in culturally specific mentoring services.

### **Service Goals and Demographics of Youth Served**

Mentoring programs served a total of 787 youth, exceeding projections for numbers served by 1.7%.

#### **Service Access Equity: Race/Ethnicity of Youth Served in PCL Mentoring Programs, 2015-16<sup>43</sup>**

<b>Race/Ethnicity Identity</b>	<b>Youth Served in Mentoring Programs</b>	<b>Students enrolled in Portland School Districts</b>
Latino/Hispanic	21.2%	21.8%
African-American/ African	29.3%	9.6%
Native American/Native Alaskan	1.7%	0.8%
Native Hawaiian/Pacific Islander	1.0%	1.2%
Asian	8.8%	8.8%
Middle Eastern	0.1%	<i>(data not reported by districts)</i>
Multi-Racial/Ethnic	16.0%	7.9%
White (includes Slavic)	19.5%	49.8%
Not Given	2.5%	<i>(data not reported by districts)</i>

*Primary Language:* 58.4% of those served were from homes with English as the primary language (compared to 61.2% Levy wide), 13.1% spoke primarily Spanish, 11% spoke another language, and 17.4% did not provide this data.

*Participants Residing in East Portland:* 53.9% of participants in mentoring programming resided or went to school in East Portland as compared to 42.9% Levy-wide.

*Family Income:* Among youth for whom data were reported, 96% of youth served were from families with annual incomes at 185% of the Federal Poverty Level or below (i.e. eligible for participation in the free or reduced price lunch program). Income data were not reported on 14.5% of youth in mentoring programs.

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<sup>43</sup> Oregon Department of Education (ODE) 2014-15 enrollment data for the following school districts: Portland, David Douglas, Parkrose (districts entirely within City of Portland boundaries), Reynolds and Centennial (portion of districts within City of Portland boundaries). ODE data do not break out number of students that identified as African, Slavic or Middle Eastern. PCL reports those categories; in PCL mentoring programs 6.4% of children identified as African, 0.4% as Slavic, and 0.1% as Middle Eastern.

### Grantee Performance Metrics<sup>44</sup>

The tables below show grantee performance in the mentoring program area. Below the tables is a summary of the outcomes met by youth and data on academic indicators for youth in mentoring programs.

#### **Mentoring Program Performance: Average Performance in Current Levy (2 years) compared to Performance in Previous Levy (5 years)**

Metric	Mentoring Previous Levy Period Average (5 year)	Mentoring Current Levy Period Average (2 year)	Levy-wide Current Levy Period Average (2 year)
Early Exit (% of participants)	9.2%	4.7%	7.4%
Minimum Participation (% of participants)	62.0%	72.5%	81.0%
Outcome Goals Met (% of outcomes goals)	88.1%	94.4%	82.2%
Staff Turn Over (% of staff)	17.2%	17.3%	20.0%

#### **Service Participation: Race/Ethnicity of Participants Enrolled in PCL Mentoring Programs compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Mentoring Programs, 2015-16**

Race/Ethnicity Identity	Participants Enrolled in Mentoring Programs	Participants Received Minimum Dosage in Mentoring Programs
Latino/Hispanic	21.2%	20.1%
African-American	22.9%	22.0%
Native American/Native Alaskan	1.7%	2.3%
Native Hawaiian/Pacific Islander	1.0%	0.4%
Asian	8.8%	10.5%
Slavic	0.4%	0.4%
Middle Eastern	0.1%	0.0%
African	6.4%	8.4%
Multi-Racial/Ethnic	16.0%	16.7%
White	19.1%	17.3%
Not Given	2.5%	2.1%

### Mentoring Program Outcomes<sup>45</sup>

PCL grantees collect outcome data on youth participating in services long enough to receive a “minimum dosage”. For participants that completed enough service to measure outcomes, the following outcome results occurred:

- 95% of youth demonstrated or increased positive engagement in school.<sup>46</sup>

#### *Academic Data on Mentoring Program Participants*

PCL staff requests data on a variety of academic variables from the school districts for the PCL program participants that receive the minimum dosage for the program in which they enrolled. These data provide a descriptive snap shot of the population served and their academic status in an annual period.

- 87.6% of participants attended at least 90% of school days

<sup>44</sup> See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

<sup>45</sup> Each program reports only on outcomes relevant to its program model. Outcome data describe what happened with children and families in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL programs caused these results. Percentages reported pertain only to the programs tracking those outcomes and to the children/families that met minimum dosage and were assessed for outcomes.

<sup>46</sup> 4 of 6 programs tracked school engagement; 381/401 youth demonstrated or increased positive engagement in school.

- 92.2% had no suspensions or expulsions during the school year
- 21.7% of participants tested met academic benchmarks in math
- 31.9% of participants tested met academic benchmarks in reading
- 71.6% of the high school freshman, sophomore and junior participants were on track for graduation in credit attainment (6, 12, and 18 credits earned respectively)
- 86.3% of participants classified as “seniors” graduated high school.

### **Implications**

**Demographic data on youth served in PCL-funded Mentoring programs suggest the programs reached youth with significant barriers to academic achievement and post-secondary opportunities.** Mentoring programs served more youth than anticipated, and primarily served youth of color (78.4%) and youth experiencing poverty. Programs served proportionally more children of color than were enrolled in Portland schools and served by Levy programs overall; there were slight disparities (less than 1% point) for youth that identify as Latino, Pacific Islander, or Asian. Youth in mentoring programs were a less linguistically diverse population than served Levy-wide, and over half of the participants resided or attended school in East Portland.

**Near parity between who accessed services and those who received the minimum dosage suggests that grantees are doing well with participation and engagement strategies.** Among youth receiving minimum dosage, children of color composed a higher portion (80.7%) than they comprised of all youth enrolled in services (78.4%), while proportionally fewer white children received minimum dosage (17.3%) compared to their enrollment (19.1% of youth enrolled). The largest disparity is for white youth (1.8-point difference between percentages of those enrolled in services and meeting minimum dosage).

**Mentoring grantees performed better on 3 of 4 performance metrics as compared to average performance in past years.** Mentoring programs performed better on 3 of 4 metrics this year—early exits, participation, and outcomes goals met—compared to their average performance over the five years in the previous levy. They performed similarly on staff turnover in in this levy period compared to the previous Levy period.

**Youth outcome data suggest that programs helped students stay engaged in school, despite their challenges with academic achievement.** Mentoring programs reached historically underserved populations who face significant systemic barriers to academic achievement. Data from 4 out of 6 mentoring programs suggest a high portion of youth were positively engaged in school, despite those barriers. School district data corroborate positive school engagement— 88% of youth attended 90% or more of school days, and 92% had no expulsions or suspensions during the school year.

Unfortunately, commitment to attending and engaging in school did not correlate with high academic success. The performance on the still new Smarter Balanced tests was low - 22% reaching proficiency in math and 32% in reading. While performance is low this year, it is substantially higher than last year (nearly 100% increase in math, and a 30% improvement in reading). In Portland schools, 52.3% of students met expectations in English Language Arts, and 41.5% met in math<sup>47</sup>. PCL mentoring programs focus on serving students experiencing significant barriers to academic achievement and graduation. Program outcome and school district data together suggest mentoring programs served youth who need additional supports to succeed and that youth remained engaged in school despite the barriers they face.

<sup>47</sup> Oregon Department of Education, State Smarter Balanced and OAKS Results, September 14, 2015, available at <http://www.ode.state.or.us/search/page/?=5387>

## 6. Hunger Relief

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In 2015-16 PCL funded 5 grants for hunger relief with the goal of relieving hunger and food insecurity among children and their caregivers. Three of these grants were new in 2015-16. Programs employing the following strategies were funded to meet this goal:

- **Increase access to/use of existing hunger relief programs;**
- **School-based food pantries;**
- **Increase access to food during summer and out-of-school time;**
- **Alternative approaches.**

### **Investment Goals**

*Culturally Specific Programming:* PCL set a goal of investing 30% of resources allocated in each program area to culturally specific programming. To date, no investments have been made in culturally specific programming in hunger relief.

### **Service Goals and Demographics of Children Served**

Hunger relief programs served a total of 13,802 unduplicated children with emergency food. Most of these children (12,975) were served in school food pantries through PCL's grant to the Oregon Food Bank (OFB), and grants to IRCO and Metropolitan Family Service (MFS) that supported outreach and operations of the school pantries. OFB met 80% of its goal for unduplicated children served through school food pantries. OFB served more caregivers than anticipated (127% of goal), and also had the same families visit pantries more often which led to fewer unique children served than anticipated.

Janus Youth Programs and Meals on Wheels served a total of 827 unduplicated youth with emergency food. Meals on Wheels met 87.7% of its goal for unduplicated children served through its meal delivery program, and Janus met 87% of its goal for unduplicated children served through its gardening and summer lunch program.

In addition to emergency food provision, MFS and IRCO provided nutrition education and cooking classes to youth. Both grantees substantially exceeded annual goals for unduplicated youth served in this program component and reported strong demand at all sites for these classes.<sup>48</sup>

The demographics of the population served by hunger relief programs are reported below. Grantees used different methods to collect demographic data on service recipients and also used different methods for different service components. Demographic data was gathered directly from service recipients by Meals on Wheels, Janus Youth Programs (for gardening and summer lunch components), and by MFS and IRCO for the nutrition education program component. Demographic data on emergency food recipients was estimated by OFB, IRCO and MFS based on reasonable methods.<sup>49</sup>

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<sup>48</sup> IRCO served 142 youth (165% of annual goal); MFS served 512 youth (155% of annual goal).

<sup>49</sup> Estimates on demographic variables for those receiving emergency food through school pantries or other school-based programming was reported to PCL using the following estimation methods:

- **Race/Ethnicity and Primary Language:** OFB conducted a survey of pantry users at the end of the school year in which data on some demographic variables was collected. OFB used the percentages of survey respondents' identified race/ethnicity and primary language to estimate those data for the total unduplicated children served, and provided these percentages to IRCO and MFS. A total of 474 pantry users responded to the survey.
- **Gender, Socio-Economic Status and Disability:** OFB used data from the Oregon Department of Education for schools served in the program to estimate the percentage of unduplicated children served in each demographic category.
- **Zip Code:** OFB used zip code data from individual users, or substituted the school zip code where data were missing.
- **Age of Children Served:** No age data for children is collected and all children served are reported as 18 or younger.

**Service Access Equity: Race/Ethnicity of Children Served in PCL Hunger Relief Programs, 2015-16<sup>50</sup>**

Race/Ethnicity Identity	Children Served Hunger Relief Programs	Students Enrolled in Portland School Districts	Children Served in Other PCL Program Areas
Latino/Hispanic	22.3%	21.8%	24.1%
African-American/African	2.6%	9.6%	19.7%
Native American/Native Alaskan	0.7%	.8%	2.5%
Native Hawaiian/Pacific Islander	1.4%	1.2%	1.0%
Asian	32.8%	8.8%	6.7%
Middle Eastern	0.4%	(not reported by districts)	0.4%
Multi-Racial/Ethnic	5.1%	7.9%	14.7%
White (includes Slavic)	27.4%	49.8%	25.9%
Not Given	7.2%	(not reported by districts)	5.0%

**Primary Language:** 31.8% of youth served were from home with English as the primary language (as compared with 61.2% in all other Levy program areas), 18.7% spoke primarily Spanish, 4.2% spoke Vietnamese, 13.0% spoke Russian, 19.9% spoke Chinese and 10.1% spoke another language.

**Participants Residing in East Portland:** 76.6% of children receiving hunger relief services resided or went to school in East Portland as compared to 42.9% for all other PCL programs.

**Family Income:** As noted above, income data on the families of children receiving food through the school pantries was not gathered from individual families. Instead, the percentage of youth living in families with incomes of 185% of the federal poverty level (i.e. eligible for the free and reduced price lunch program) at the schools served was used to estimate the poverty level of the families served with emergency food at school sites. Income data from participants in the Meals 4 Kids program was gathered from individual families. Combining these two types of data, 80.1% of youth served lived in families with incomes at or below 185% of federal poverty level.

**Grantee Performance Metrics<sup>51</sup>**

As discussed in the introduction to this report, programs funded to provide hunger relief services do not report data on early exits, minimum participation and outcomes because these metrics are not appropriate given that the purpose of programming is to provide food to hungry children on an as-needed basis. PCL tracks staff turnover data in this program area since high turnover rates often impact program delivery even when services are not relationship based. The two-year average staff turnover was 9.0% in hunger relief programs, the lowest average among all program areas.

**Implications**

**Demographic data suggest that some populations may not have accessed school pantries for emergency food.** The data show that hunger relief programs served a heavily Asian population as compared to the percentage of Asian students enrolled in Portland schools, and as compared to other PCL program areas. The data also suggest that these programs served a lower proportion of African Americans, Native Americans, Pacific Islanders, multi-racial/ethnic, and white children than reflected in enrollment percentages of these populations in Portland schools. Not surprisingly, the data show that hunger relief programs served a more linguistically diverse population as compared to other PCL

<sup>50</sup> ODE data do not break out the number of students that identified as African, Slavic or Middle Eastern. In this chart, African and African American students served by PCL programs are combined, as are White and Slavic students. In PCL hunger relief programs 1.0% of children identified as African, 2.3% as Slavic, and 0.4% as Middle Eastern.

<sup>51</sup> See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

program areas. Hunger relief services are also heavily concentrated in East Portland which should help address hunger in an area with high child poverty rates.

However, with the exception of zip code data, the demographic data should be viewed with caution because most of it is extrapolated rather than reported directly by users. This is particularly true for race/ethnicity and language data where the bulk of the data is reported based on the identity of respondents to OFB's survey. While OFB seeks to engage a representative sample for its annual survey, it is possible that the entire group of pantry users may identify differently. OFB is in the process of implementing a different intake system, Link to Feed, at its school pantry sites. This system will record the race/ethnicity and language spoken at home from all pantry participants, and will provide a more accurate picture of the racial, ethnic and language groups who are accessing pantries.

**Implementation Highlights:** Grants in the hunger relief program area provide many different types of services which means there are fewer common themes at the program area level. Below are implementation highlights that apply to one or more grants as specified.

**Strong demand for nutrition education and cooking classes for youth:** Both IRCO and MFS substantially exceeded goals for number served and hours of service provided in nutrition education and cooking instruction for youth. Both grantees started and plan to continue to develop culturally relevant curriculum for nutrition education and cooking instruction for both youth and adults.

**Higher percentage of families using school pantries more frequently:** OFB saw a shift in the frequency of pantry usage by families as compared to 2014-15. In 2015-16, 34% of families accessed school pantries more than 6 times over the year, up from 27% in 2014-15. Most of the increase was in the number of families that accessed pantries 12 or more times during the year. This could indicate a deeper and more ongoing food insecurity for the population accessing school pantries.

**Strong demand for delivered meals for families with barriers to accessing other sources of emergency food:** Meals on Wheels delivered more than double the number of meals for caregivers, and nearly double the number of meals for children in 2015-16 as compared to the previous year as the program moved out of the start-up phase. Referral sources for the program have grown as more community partners become aware of the service.

**Strong demand for food discounts at Village Market:** In its start-up year, Janus enrolled 409 families in the PCL sponsored food discount program for purchase of whole foods at the Village Market located in the New Columbia housing development. Increased outreach and including all whole foods in the discount program helped boost participation.

### **Community Childcare Initiative**

The PCL Allocation Committee invested \$2 million over 4 years (6/1/15-6/30/19) in the Community Childcare Initiative (CCI) to support affordable childcare for working families with low-incomes. PCL funded this initiative originally in 2006 for 5 years and had to cease program funding when levy revenues declined significantly in 2011-12. Previous professional, external evaluation indicated the effort was as an effective program for increasing stable high quality childcare arrangements for low income families, and participating providers experienced more stable incomes that they invested in increasing the quality of their care. PCL re-started the program after the Levy realized increased revenue in the current levy period.

The funding augments the state's Employment Related Day Care subsidy by helping families that qualify for state subsidy receive additional funding to assure they pay no more than 10% of their annual income toward childcare. In addition, CCI provides childcare subsidy to families earning up to 200% of the Federal Poverty Level, while the state subsidy is limited to families earning up to 185% of FPL or less.

CCI funding increases working families' access to childcare delivered by providers participating in the state of Oregon's childcare quality improvement effort, Spark (formerly called the Quality Rating and Improvement System). During FY15-16, the first year of the CCI, 62 children and their families were served in the program; eight childcare centers and seven certified family childcare providers participated. CCI's goal is to serve up to 100 children annually. Among the 62 children served this first year of the program:

- 58% identify as children of color, 23% as white, and 19% had no data reported.
- 56% speak English and 27% speak Spanish as a primary language in the home; data were not reported for 15% of children served.
- 34% were ages 6 and older, 45% were ages 3 -5, and 21% were infants or toddlers.
- 56% reside in East Portland, and 45% of participating providers are located in East Portland.

Median monthly income of families served was \$1,921. Median childcare costs per family served were \$1,070. Median monthly state subsidy per family was \$637, and median monthly CCI benefit per family was \$385. Families contributed the difference between childcare costs and total subsidy provided.

Report data suggest the program is reaching the families and providers it is intended to serve. Future data collection efforts will focus on collecting data on the demographics of participating childcare providers.

## Conclusion

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A review of annual Levy-wide and program area data for 2015-16, average data for the 2 years of the current Levy, and historical performance in the last Levy period shows the Levy making progress or doing well on many indicators, points to areas for improvements, and shows areas where more or better information is needed to draw conclusions.

### **Investment Goals**

In order to meet all investment goals, the Levy will need to invest in culturally specific hunger relief programs. If additional funding becomes available, PCL may consider directing future investment in culturally specific services in hunger relief.

### **Gathering Data on Demographic Variables**

Requiring grantees to report inclusive racial/ethnic identity for multi-racial/ethnic participants provides a more complete picture of who is being served. Data collected from grantees in 2015-16 showed the number of Native Americans and Pacific Islanders served doubled when counting both those who identify solely, or in part, as Native American and Pacific Islander. It may be especially important to consider these data for populations where fewer people identify with only one race/ethnicity.

In order to gather more and better data on participants served who have a disability, PCL will need to inventory grantees to determine how many request this information at enrollment, whether disability is defined in question(s) asking about the presence of disability, and will need to know the number of participants who do not provide the information despite being asked. Even with more and better information, grantees may still be significantly undercounting the presence of disability if participants prefer not to disclose this information due to perceived stigma or privacy concerns.

### **Service Access Equity**

Across all Levy programs, children of color as a group accessed programming in proportion to, or in excess of, the portion that group comprises in a relevant comparison population (e.g. student population or population in foster care). Reviewing service access data in each program area revealed some slight disparities in particular program areas as outlined below. The disparity—difference in percentage between their portion in the PCL service population and the comparison population—is noted in the table. Some of these disparities, while small, may be more concerning for smaller populations. For example, the Pacific Islander populations comprises a small portion of the school population in Portland (1.2%), so a 0.3% disparity between their population in Portland schools and PCL programs may be more concerning than a similarly small disparity for a much larger population. These data suggest that all grantees in particular program areas may need to develop additional strategies to better engage certain populations in services.

<b>Program Area</b>	<b>Population with Access Disparity, 2015-16</b>
After School	No disparities
Child Abuse	Native American (1.0%); Multi-racial/ethnic (1.0%)
Early Childhood	Pacific Islander (0.3%); Asian (3.1%); Multi-racial/ethnic (0.6%)
Foster Care	Latino (9.3%); Pacific Islander/Asian (0.3%)
Mentoring	Latino (0.5%); Pacific Islander (0.2%); Asian (0.3%)

Note: Data on those receiving hunger relief services are omitted from the table because race/ethnicity data for the bulk of people served in this program area is estimated based on the race/ethnicity of respondents in an annual survey conducted by OFB, rather than collected from participants.

### **Performance Metrics**

The number of participants served in all program areas except hunger relief exceeded goals set. Grantees in hunger relief met or came close to meeting their service goals.

Participation in Levy programs was excellent with early exits averaging 7.4% and an average of 81.0% of participants receiving the minimum dosage. Grantees have steadily improved program participation since the Levy began collecting and analyzing this data. All program areas had similar percentages of participants receiving the minimum dosage except mentoring where an average of 72.5% of participants received the minimum dosage. There was some variation in early exit percentages with mentoring the lowest and child abuse prevention and intervention the highest.

The average percentage of outcome goals achieved by programs fell somewhat as compared to the 5-year average for the previous Levy period. This is likely explained by the fact that 25 new programs were funded in 2014-15 and 2015-16 and new programs sometimes need to adjust which outcomes are measured, measurement methods, and projections as they gain experience.

Average staff turnover was slightly higher than the average percentage for the previous Levy period which may, in part, be due to an improving economy with more job opportunities. Average staff turnover in child abuse prevention and intervention and foster care has declined compared to the 5-year averages in each program area. PCL anticipates that current efforts to support reflective supervision in early childhood, foster care and child abuse prevention and intervention programs will help decrease turnover in these program areas.

### **Comparing Program Enrollment and Participation by Population Group**

Since grantees have only reported these data for two years, results should be considered with caution. PCL generally looks across multiple years of data to determine trends which often reveal whether one year's results were an aberration or typical. In 2015-16, across all Levy programs, the portion of participants of color who received the minimum dosage (74.9%) is greater than the portion of participants of color who enrolled in services (73.9%) indicating that programs successfully engaged and retained people of color in services. This data is similar to 2014-15 data. That said, there were small disparities for the Latino (.4%), African American (.4%) Native American (.4%), and white (1.6%) populations across all Levy programs. Small disparities for particular population groups, and for participants of color as a whole are noted in the program area sections and will bear watching over time for patterns of disparities that need to be addressed.

### **Overall Progress on Levy-wide Goals**

Data in the report suggest that PCL programs successfully reached historically underserved populations, and that those populations engaged with high participation in PCL-funded programming. Data suggest programs met most outcome goals and that children and families specifically reached goals related to preparing them for school and to being successful in and out of school. These collective results contribute to community-wide efforts to reduce racial/ethnic disparities in educational outcomes.