



*Investing in our future*

**portland  
children's  
levy**

**Annual Report:  
Investment Expectations, Results and Implications  
2017 - 2018**

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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 2017-18. 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 to address service needs driven by 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.

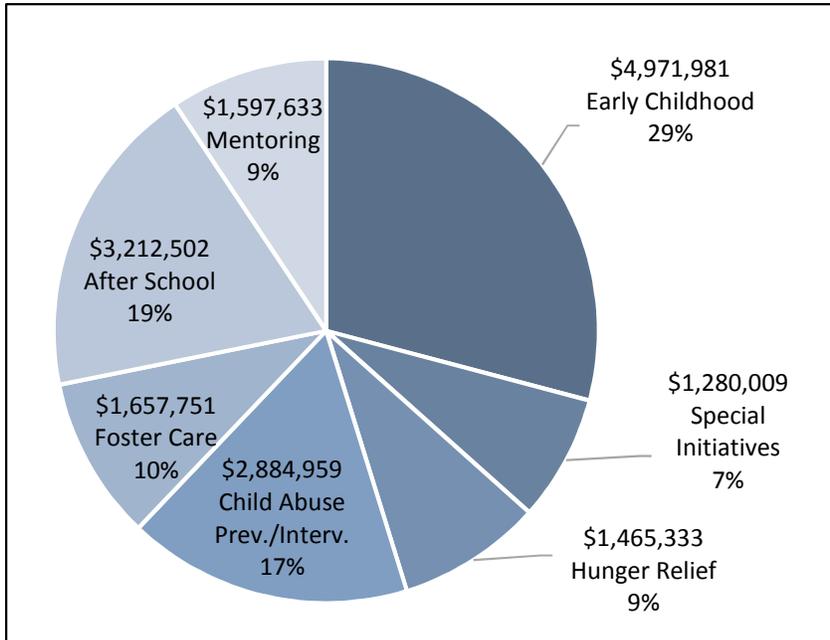
To provide additional context, average performance on these metrics over the past four years of the current Levy (2014-2018) is compared to average performance on the same metrics by grantees over the 5-year period of the previous Levy (2009-2014).

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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](#).

PCL invested a total of \$17,070,168 in program grants in 2017-18. Total resources allocated by program area are shown in the graph below.

**Total Grant Investments, Portland Children’s Levy, by program area, 2017-18.**



In 2017-18, PCL allocated additional accrued revenues (\$800,000)<sup>2</sup> to after-school programming. In a limited competitive funding round, seven additional after-school programs were funded.

Funding for these grants started September 1, 2017 and data on these programs is included in this report. The investment figures and graph above include those allocations in After School.

**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 for children and families. 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 37 - 39 of this report.

<sup>2</sup> Funds are granted based on revenue projections. When actual revenues are greater than projected, revenues exceed grant obligations and a surplus accrues.

## 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% of people served in previous 5-year Levy; 46.2% in 2017-18), and of increasing investment in culturally specific services (31.4% of funds in previous 5-year Levy; 33% in 2017-18). It exceeded its goal of investing at least 30% of funding in culturally specific services across the Levy.

**Progress toward Levy-wide Goals:** 2017-18 data gathered from grantees show that programs served slightly more children than they projected. Demographic data on clients served by grantees indicate that 68.9% of children served in 2017-18 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 30% were from homes in which the primary language spoken was not English. The racial/ethnic diversity of the population accessing Levy services was proportional to, or more diverse than the relevant comparison population (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 consistent rates of participation in PCL-funded services over the past four years of the current Levy. An average of 79.3% of program participants received the minimum dosage, an 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 81.2% 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 32 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 21.1% 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>3</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 33% in FY17-18.

Investing a Minimum of 30% of Resources in each Program Area in Culturally Specific Programs: PCL exceeded this goal in 4 of 6 program areas. PCL failed to meet the goal in hunger relief (no investment in culturally specific programs). In child abuse prevention & intervention, 22% of funds were invested in culturally specific services. The investment goal was, however, met in the child abuse prevention and intervention program area in 2015-16 and 2016-17. In 2017-18 the program area had two fewer culturally specific grants than in previous years. One grantee voluntarily terminated its grant. The second grantee merged two grants and no longer meets the definition of a culturally specific program.

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 46.2% in 2017-18. In contrast, an estimated 25% of Portland residents live east of 82<sup>nd</sup> Avenue.<sup>4</sup>

#### **Implications**

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

- Increasing investment in culturally specific services between the last 5-year Levy and the current Levy;

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<sup>3</sup> Data on hunger relief programs is excluded from the data in this section **UNLESS OTHERWISE NOTED.**

<sup>4</sup> East Portland Demographics 2010, by Uma Krishnan, at: <http://eastportlandactionplan.org/related-documents>

- Investing at least 30% of resources in four of six program areas in culturally specific programs;
- Increasing the percentage of those served who reside or go to school in east Portland.

## 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

**Number Served: FY 2017-18 <sup>5</sup>**

	FY 17-18
<b>Goal</b>	10,728
<b>Actual</b>	11,759
<b># +/-</b>	1,031
<b>% +/-</b>	9.6%

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.

### 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 2017-18 show a similar pattern with grantees exceeding service goals by 9.6%.

### 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

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<sup>5</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.

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 to understand the number and percentage of children and caregivers with disabilities served in funded programs. However, collection and reporting of this data is complicated by several factors that could substantially skew the results. 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 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 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 this data in 2017-18.

## **Results**

*Gender, Age and Primary Language:* Levy programs served more girls (48%) than boys (43%) in 2017-18; 0.2% children/youth served identified as transgender or genderqueer, and 8.8% of those served did not report gender. In the last Levy period, the percentages of boys and girls were close to equal.

Children aged 0-8 comprised 49.3% of the total service population in 2017-18, 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.

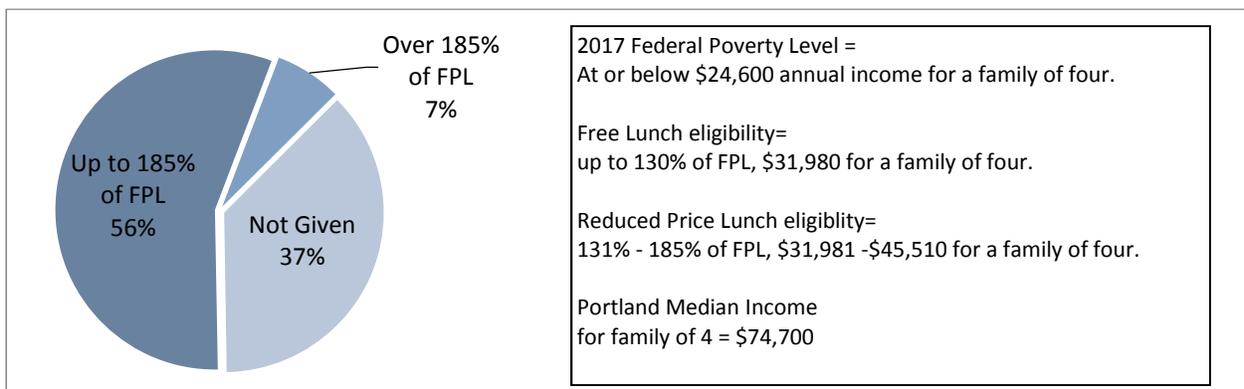
In 2017-18, the primary languages spoken in the homes of participants was similar to the previous Levy period: 61.4% spoke English (average of 58% in last Levy period), 17.5% spoke Spanish (average of 20% in last Levy period); and 12.5% spoke another language (average of 10% in last Levy period). Data were not reported for 8.6% of children served in 17-18.

**Disability:** Keeping in mind the limitations of these data as described above, the results should be interpreted with caution. Among children served in 2017-18, 3.8% had a disability, and 7.0% 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>6</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.

However, among the 3,549 students served in After School and Mentoring programs and who met program participation goals, data from Multnomah Educational Service District (MESD) indicated that 16.7% were identified as receiving special education services. These data provide another perspective on the characteristics of the population served by the Levy.

**Family Income:** At least 55% of the children served in 2017-18 lived in families at or below 185% of the Federal Poverty Level (185% the FPL is \$45,510 for a family of 4).<sup>7</sup> Among children for whom family income data was reported, 89.4% of children served were from families with incomes at or below 185% of the Federal Poverty Level. Grantees did not report family income data on 37% of children served mainly because some programs do not ask for 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 2017-18<sup>8</sup> (n=12,220)**



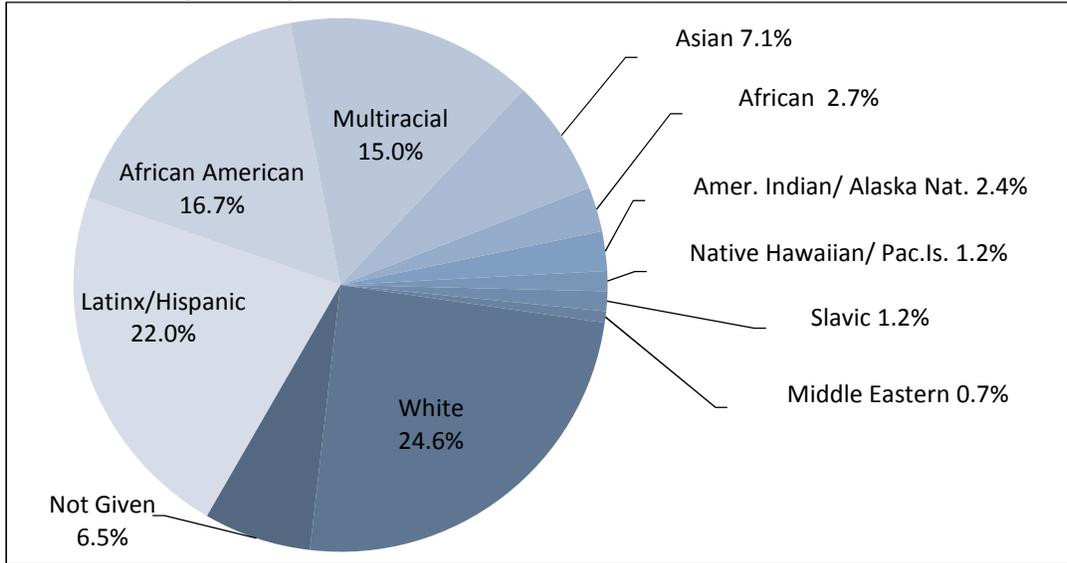
<sup>6</sup><https://www.cdc.gov/ncbddd/developmentaldisabilities/features/birthdefects-dd-keyfindings.html>

<sup>7</sup> 2017 Federal Poverty Level was \$24,600 for a family of 4, <https://www.federalregister.gov/documents/2016/01/25/2016-01450/annual-update-of-the-hhs-poverty-guidelines>. The median family income in Portland was \$74,700 in 2017, <https://www.portlandoregon.gov/phb/article/654947>

<sup>8</sup> The US Dept. of Agriculture, which funds the School Meals programs, also offers 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.

**Racial/Ethnic Identity:** The percentage of children of color served in 2017-18 was 68.9% 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 51% in 2017-18. 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.

**Racial/Ethnicity Identity of Children Served, 2017-18 (n=12,220)**



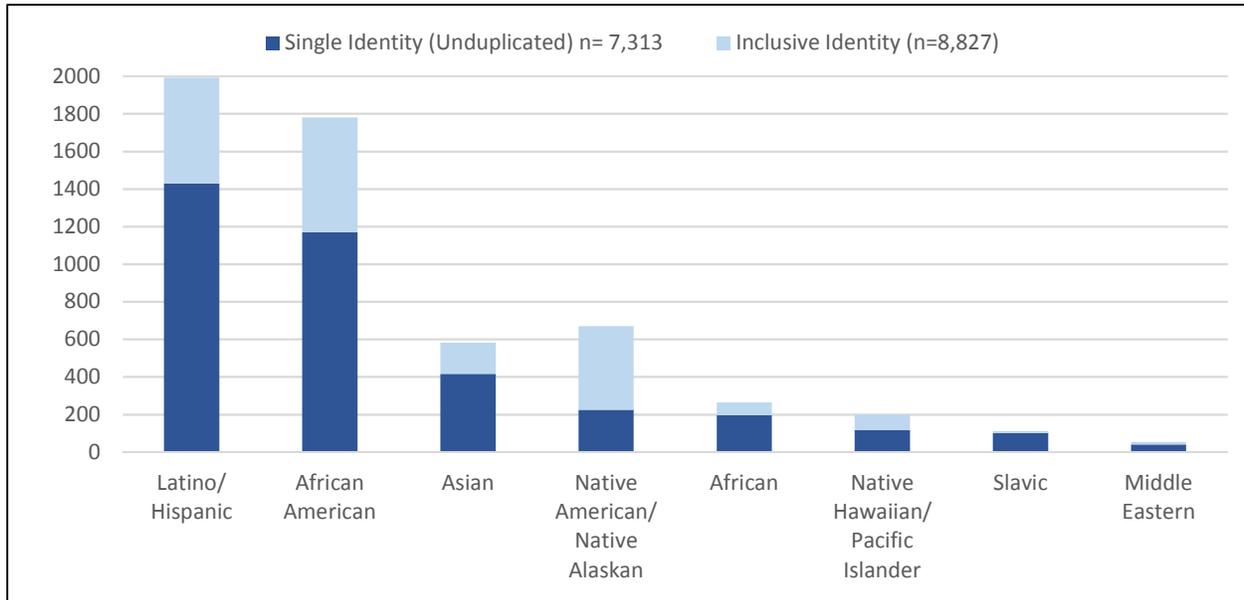
**Racial/Ethnic Identity of Children Served, 2017-18: Compared to Portland Schools Enrollment, 2017-18<sup>9</sup>**

Race/Ethnicity Identity	Levy Programs Children Served 17-18	Students Enrolled in Portland School Districts 2017-18 <sup>10</sup>
Latino/Hispanic	22.0%	22.1%
African American/African	19.4%	9.5%
Asian	7.1%	8.8%
Native American/Native Alaskan	2.4%	.7%
Native Hawaiian/Pacific Islander	1.2%	1.3%
Middle Eastern	.7%	<i>(districts do not provide data)</i>
Multiracial	15.0%	8.7%
White (includes Slavic)	25.8%	49.0%
Not Given	6.5%	<i>(districts do not provide data)</i>

<sup>9</sup> Oregon Department of Education (ODE) 2017-18 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 FY17-18, 2.7% of children identified as African, and 1.2% identified as Slavic.

<sup>10</sup> Caution is advised in using these comparisons to determine whether disparities exist because the school districts count students identifying as Latino/Hispanic differently than PCL programs. All students that identify as Latino/Hispanic and another race/ethnicity on the school enrollment form are counted as Latino/Hispanic. PCL counts children identifying as Latino/Hispanic and another race/ethnicity. This difference makes it difficult to compare percentages for these two population groups in different data sets.

## Inclusive Racial/Ethnic Identity of Children Served, 2017-18



### 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 more than twice as many participants that identify in part, as Native American/Native Alaskan as compared to those who identify only as Native American/Native Alaskan. Similarly, when accounting for multiple racial/ethnic identities, the population of participants identifying as African American increased by over 50% and the population of participants identifying as Native Hawaiian/Pacific Islander increased by over 70%.

## 4. Participation in Program Services

### 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 7.6%, 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 79.3% which is higher than the 5-year average of 66.6% during the last Levy period.

## Implications

Overall, grantee programs had high rates of participation by children and families served. 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.

### 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. These comparisons help us understand whether any 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 multiracial/ethnic population (1.0% difference).

### **Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Funded Programs, 2017-18**

Race/Ethnicity Identity	Participants Enrolled in PCL Services <sup>11</sup>	Participants Receiving Minimum Dosage in PCL Services
Latino/Hispanic	23.4%	22.9%
African American	15.9%	16.8%
Native American/ Native Alaskan	2.5%	2.4%
Native Hawaiian/Pacific Islander	1.3%	1.4%
Asian	8.9%	10.4%
Slavic	1.6%	1.7%
Middle Eastern	0.6%	0.6%
African	3.7%	4.6%
Multiracial	14.0%	13.0%
White	21.8%	21.3%
Not Given	6.2%	4.8%

<sup>11</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.

### **Implications**

Overall, the data suggest that grantees retained similar portions of the populations that enrolled in services with the largest negative variances for multiracial/ethnic participants (1% fewer retained than enrolled).

## **5. Outcomes Achieved**

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### **Expectations**

Most PCL grants include 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>12</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

### **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 81.2% 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, 32 new programs were added during 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, the total number of outcomes tracked varies from year to year as staff and grantees make changes for a range of reasons including the availability of new evaluation tools that better measure results, capacity of the agency to manage outcome data collection on multiple outcomes, and changes to program models that necessitate changes to the number or type of outcomes. This variability in total outcomes tracked can influence the total met in different years.

## **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

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<sup>12</sup> Grants that do not include outcomes are as follows: VOA: Gateway Child Care, Child Care Initiative, and hunger relief grants.

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 21.1% of PCL-funded positions<sup>13</sup> turned over. This is somewhat higher than the average rate for the last Levy period which was 18.5%, and the rate of staff turnover increased over the first 3 years of this Levy but dipped slightly in Year 4. This could be related to macro-economic factors that have driven the overall unemployment rate down. Anecdotally, some grantees in all program areas have reported difficulty in finding staff for part-time and entry-level positions. Some grantees have also noted a mismatch in the geographic location of program services and residential areas where employees can afford to live. Turnover percentages in individual program areas are discussed in Section II of this report.

### **Implications**

The average percentage of PCL funded positions that turned over is slightly higher than during the last Levy. The rate of turnover in Levy-funded programs reflects national trends in the youth program sector. Casey Family Programs, a national leader in child welfare policy, advocacy, and research, reports that annual estimated turnover in the child welfare sector averages 30%.<sup>14</sup> In Oregon, data from the Early Childhood sector suggests rates of turnover ranging from 16% - 29% over a 4-year period.<sup>15</sup> A national study on the costs of high quality Out-of-School time programs for elementary and middle school youth indicated 25% of full-time staff and over 40% of part-time staff leave after one year.<sup>16</sup> In this context, PCL program turnover mirrors its field. While wages and benefits are one factor that influence employee retention, workplace climate and job satisfaction play a significant role as well.

Two and a half years ago, PCL invested in, training and consultation focused on reflective supervision, and trauma-informed and culturally responsive workplace wellness for staff in the program areas with the most intensive longer-term services with highly stressed families: child abuse prevention/intervention, foster care and early childhood. The effort was informed by grantee feedback and best practice literature supporting quality, trauma-informed and culturally responsive workforce practices for quality programming and workforce development, support, and retention. The investment

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<sup>13</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.

<sup>14</sup> Casey Family Programs, "Information Packet: Healthy Organizations." December, 2017. <https://www.casey.org/turnover-costs-and-retention-strategies/>

<sup>15</sup> "Key Findings from 2016 Early Childhood Workforce Study." Oregon Early Learners Facts & Figures website, May 2018. <https://health.oregonstate.edu/sites/health.oregonstate.edu/files/early-learners/pdf/key-findings-from-the-2016-workforce-study-05-31-18.pdf>

<sup>16</sup> Grossman, Lind, Hayes, McMaken, and Gersick. "The Cost of Quality Out-of-School Time." Private Public Ventures and the Finance Project. <https://www.wallacefoundation.org/knowledge-center/Documents/The-Cost-of-Quality-of-Out-of-School-Time-Programs.pdf>

focuses on strengthening supervision, staff skills and workplace climate, with the intention of mitigating staff turnover for the participating programs.

In 2016-17, after the first 18 months of the effort, staff turnover in the Child Abuse Prevention/ Intervention program area decreased to a historic low. However, turnover in this program area has increased again this year. In PCL's foster care program area, the turnover rate in 2017-18 decreased nearly 10 percentage points compared to 2016-17, and decreased by 6 points in early childhood between these years. While turnover rates continue to fluctuate, programs report high value from the training and consultation support, particularly during 2018 with the national climate creating intense anxiety and fear for many families (and staff) in PCL-funded programs.

In addition, turnover in after-school, mentoring and hunger relief programs decreased between 2016-17 and 2017-18. Across all program areas, the rates have often fluctuated significantly from year to year in part because reasons for turnover are multi-faceted: staff are promoted within organizations, leave school-year positions after the school year concludes, return to school and seek higher paying jobs.

## Section II: Program Area Data

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

## 1. Early Childhood

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In 2017-18 PCL funded 16 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 addition to these grants, the Levy also invests in a multi-year initiative to support affordable childcare for working families with low-incomes, and to improve the quality of care with culturally specific family childcare providers. The Community Childcare Initiative (CCI) serves children ages 6 weeks to 12 years old, so data from CCI is excluded below and reported separately (see pgs. 40-41).

### **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 2017-18 were invested in culturally specific early childhood programming.

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

Early childhood programs served 2,150 children, exceeding projections for numbers served 8.8%.

#### **Service Access Equity: Race/Ethnicity of Children Served in PCL Early Childhood Programs, 2017-18<sup>17</sup>**

<b>Race/Ethnicity Identity</b>	<b>Children Served in Early Childhood Programs</b>	<b>Students enrolled in Portland School Districts</b>
Latino/Hispanic	32.1%	22.1%
African-American/ African	19.4%	9.5%
Native American/ Native Alaskan	1.8%	0.7%
Native Hawaiian/ Pacific Islander	0.6%	1.3%
Asian	7.6%	8.8%
Middle Eastern	0.6%	<i>(districts do not provide data)</i>
Multi-Racial/ Ethnic	6.5%	8.7%
White (includes Slavic)	28.3%	49.0%
Not Given	3.1%	<i>(districts do not provide data)</i>

*Primary Language:* 49.3% of those served were from homes with English as the primary language (compared to 61.4% Levy wide), 26.5% primarily spoke Spanish, 16.0% primarily spoke another language, and 8.1% did not report the data.

*Participants Residing in East Portland:* 34.8% of all children in early childhood programming resided in East Portland as compared to 46.2% 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 at multiple Head Start, preschool and childcare settings around Portland. If that program is removed

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<sup>17</sup> Oregon Department of Education (ODE) enrollment data for 2017-18 in 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 1.4 % of children identified as African, 2.9% as Slavic.

and data are analyzed for multi-year intensive early childhood programs specifically (e.g. home visiting and preschool), 58.6% of participants served resided in East Portland.

*Family Income:* Among children for whom data were reported, 93.3% of children served were from families with annual incomes at or below 185% of the Federal Poverty Level. Income data was not reported on 69.6% of participants in early childhood programs<sup>18</sup>.

**Grantee Performance Metrics<sup>19</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 (4 years) compared to Performance in Previous Levy (5 years)

Metric	Early Childhood Previous Levy Period Average (5 years)	Early Childhood Current Levy Period Average (4 years)	All Programs Current Levy Period Average (4 years)
Early Exit (% of participants)	3.7%	6.0%	7.6%
Participation/Minimum Dosage (% of participants)	74.8%	82.9%	79.3%
Outcome Goals Met (% of outcomes goals)	93.2%	83.3%	81.2%
Staff Turn Over (% of staff)	13.5%	19.2%	21.1%

**Service Participation:** Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Early Childhood Programs, 2017-18

Race/Ethnicity Identity	Participants Enrolled in Early Childhood Programs	Participants Received Minimum Dosage in Early Childhood Programs
Latino/Hispanic	42.7%	39.6%
African-American	8.9%	9.5%
Native American/ Native Alaskan	1.8%	1.6%
Native Hawaiian/ Pacific Islander	0.4%	0.3%
Asian	11.6%	13.8%
Slavic	5.5%	6.2%
Middle Eastern	0.4%	0.5%
African	4.0%	5.1%
Multi-Racial/ Ethnic	6.1%	5.0%
White	17.7%	17.7%
Not Given	0.9%	0.5%

<sup>18</sup> The one large mental health consultation program accounts for most of the missing income data, but the program focuses its consultation team on Head Starts and childcare providers that serve children from low-income families.

<sup>19</sup> See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

### **Early Childhood Program Outcomes**<sup>20</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:

- 88.6% 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>21</sup>
- 91.7% of children were up-to-date with immunizations.<sup>22</sup>
- 96.6% of parents/caregivers demonstrated or improved positive parenting practices.<sup>23</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 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 (58.6%) 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, and as Asian. 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.** Overall, there was near parity between the portion of participants of color enrolled (81.4% of the enrolled population) compared to the portion of participants of color that met minimum dosage (81.7%). The largest disparity is for Latino participants (a 3.0-point difference between percentage that enrolled in services and percentage meeting minimum dosage), however 80% of Latino participants served in the Early Childhood program area are in culturally specific services. This suggests not a disparity, per se, but raises questions about myriad factors that may have influenced retention of participants, including the national political climate.

**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. They have had higher average participation compared to the previous Levy period. Contextual factors from the past 3 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

<sup>20</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>21</sup> 13 programs tracked child developmental milestones; 530/598 children met age appropriate milestones.

<sup>22</sup> 9 programs tracked children’s immunizations; 375/409 children were up-to-date on immunizations.

<sup>23</sup> 11 programs tracked various parenting outcomes related to positive parenting practices; 339/351 parents/caregivers demonstrated or improved positive parenting practices.

in the previous Levy period to 75 in this Levy period. The change in methods affects the percentage of outcomes met. Second, the Early Childhood program area has typically had lower staff turnover rates compared to Levy-wide rates. Over the past 3 years with the fluctuations in state, federal and local funding for 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 17-18 by 6 points compared to 16-17.

***Children and families' outcome data suggest that programs support children's positive early development.*** PCL early childhood programs did well with meeting child and family outcomes. Over 88% of children were on track with developmental milestones. The rate of children not on-track with age appropriate developmental milestones (11%) reflects the 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 (91.7%) exceeds the county and state-wide immunization rates for 2-year-olds (66% and 68% respectively).<sup>24</sup> Parenting outcome data suggests programs strengthened families' foundation for promoting and nurturing children's positive early development.

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<sup>24</sup> Oregon Health Authority. Oregon Child Immunization Rates: Annual Rates for Two-Year Olds.

<https://www.oregon.gov/oha/PH/PREVENTIONWELLNESS/VACCINESIMMUNIZATION/Pages/researchchild.aspx>

## 2. Child Abuse Prevention and Intervention

In 2017-18 PCL funded 15 child abuse prevention and intervention program grants<sup>25</sup> 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**

### 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 this program area, 22.9% of 2017-18 resources were allocated to culturally specific programming. While the investment goal was met in 2015-16 and 2016-17, the goal was not met in 2017-18 because there were two fewer culturally specific grants than in the previous years. One grantee voluntarily terminated its grant. The second grantee merged two PCL grants and no longer meets the definition of a culturally specific program.

### Service Goals

Child abuse prevention and intervention (CAPI) programs served a total of 2,412 children and parents/caregivers, exceeding projections for numbers served by 14.4%.

### Demographics of Children Served

#### *Service Access Equity: Race/Ethnicity of Children Served in PCL CAPI Programs, 2017-18*

Race/Ethnicity Identity	Children Served in Child Abuse Prevention & Intervention Programs	Children in Foster Care in Multnomah County <sup>26</sup>
Latino/Hispanic	19.7%	17.5%
African-American/ African	19.3%	14.5%
Native American/ Native Alaskan	2.2%	3.6%
Asian/ Pacific Islander	3.9%	1.7%
Middle Eastern	0.9%	<i>(data not reported by DHS)</i>
Multi-Racial/ Ethnic	20.2%	14.8%
White (includes Slavic)	30.4%	44.2%
Not Given	3.7%	3.7%

<sup>25</sup> There were two fewer child abuse prevention program grants in 2017-18 compared to 2016-17. One of the PCL child abuse prevention and intervention programs voluntarily terminated their contract on March 31, 2017. Two program grants, operated by the same organization, were merged into one grant. One of the program grants had originally been designated as culturally specific because the service model was customized for a specific cultural population. Over time, programming modifications were made such that there were no longer any culturally specific distinctions in the service model.

<sup>26</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, 2017 and June 30, 2018. DHS collects ethnicity data (whether a child identifies as Latino/Hispanic or not) and race data for all children. The percentage of Latino/Hispanic children in foster care shown in the table above is the percentage of all children in foster care for whom their reported ethnicity is Latino/Hispanic. The race data for Latino/Hispanic children is not reflected in this table (e.g. a child identifying as Latino and White is counted as Latino, not multi-racial/multi-ethnic). The data for the other race/ethnicity identities included in the table reflects the race data collected for children whose ethnicity is not Latino/Hispanic. DHS does not break out the number of children identified as African, Pacific Islander, Slavic or Middle Eastern. PCL reports those categories; in PCL child abuse prevention and intervention programs 1.4% of children identified as African, 1.1% as Pacific Islander, and 0.3% Slavic. DHS counts children as multi-racial if their ethnicity is not Latino/Hispanic and 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). PCL counts all children that identify as two or more races/ethnicities as multi-racial/multi-ethnic.

*Primary Language:* 78.6% of those served were from homes with English as the primary language (compared to 61.4% Levy-wide), 15.3% spoke primarily Spanish, 5% spoke another language, and 1.1% did not provide this data.

*Participants Residing in East Portland:* 42.2% of children in child abuse prevention and intervention programming resided in East Portland as compared to 46.2% Levy-wide.

*Family Income:* Among children for whom data were reported, 97.2% of children served were from families with annual incomes at or below 185% of the Federal Poverty Level. Income data was not reported on 27.8% of participants in child abuse prevention and intervention programming.

### **Grantee Performance Metrics<sup>27</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 (4 years) compared to Performance in Previous Levy (5 years)**

Metric	CAPI Previous Levy Period Average (5 years)	CAPI Current Levy Period Average (4 years)	All Programs Current Levy Period Average (4 years)
Early Exit (% of participants)	12.5%	10.5%	7.6%
Participation/Minimum Dosage (% of participants)	65.5%	80.5%	79.3%
Outcome Goals Met (% of outcomes goals)	86%	86.6%	81.2%
Staff Turn Over (% of staff)	31.9%	25.0%	21.1%

#### **Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Child Abuse Prevention and Intervention Programs, 2017-18**

Race/Ethnicity Identity	Participants Enrolled in Child Abuse Prevention & Intervention Programs <sup>28</sup>	Participants Receiving Minimum Dosage in Child Abuse Prevention & Intervention Programs
Latino/Hispanic	23.7%	23.6%
African-American	22.6%	23.8%
Native American/ Native Alaskan	2.1%	2.2%
Native Hawaiian/ Pacific Islander	1.4%	1.5%
Asian	3.4%	2.4%
Slavic	0.3%	0.2%
Middle Eastern	1.0%	1.2%
African	2.6%	3.1%
Multi-Racial/ Ethnic	13.5%	13.3%
White	28.8%	28.0%
Not Given	0.7%	0.7%

<sup>27</sup> See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

<sup>28</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 19 because the page 19 table shows the breakdown of children served and does not include caregivers who, in some cases, are the primary service recipient.

### ***Child Abuse Prevention and Intervention Program Outcomes***<sup>29</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:

- 85.5% of parents/caregivers met parenting outcomes.<sup>30</sup>
- 100% of children met therapeutic intervention outcomes.<sup>31</sup>
- 74.1% of children were meeting 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>32</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. Fewer than half of the participants resided in East Portland.

A further analysis of the race/ethnicity of the populations served in this program area suggests 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 children is slightly less than the number of Native Americans 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>33</sup> At the next funding opportunity, PCL may need to prioritize investments that assure the availability of child abuse prevention and intervention opportunities for Native American children and families.

***Participation data suggest that grantees successfully engaged participants of color.*** 70.6% of children who enrolled in child abuse prevention and intervention programs were of color; 72.5% of the participants that received the minimum dosage were of color. The largest disparity between percentage enrolled and percentage receiving minimum dosage was 0.8% for Asian children.

***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 all 4 metrics this Levy period—early exit, minimum participation, outcomes met and staff turnover—compared to their average performance over the previous Levy period. The percentage of participating children who received the minimum dosage in child abuse prevention and intervention programs is substantially higher than the average for this program area in the previous Levy period. This

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<sup>29</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>30</sup> 13 programs tracked various parenting outcomes related to positive parenting practices; 414/484 parents met the outcome.

<sup>31</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); 35/35 children met the outcome.

<sup>32</sup> 5 programs report on developmental milestones; 200/270 met developmental milestones.

<sup>33</sup> African-American students compose 9.5% of the student population in Portland Public Schools; Native American students compose 0.7% of the student population.

is likely due to a variety of factors including changes in programs funded, including seven new programs, and improvements in data collection and reporting.

While the staff turnover rate for this four-year period is lower than the average for this program area in the previous Levy period, the staff turnover rate more than doubled in FY 17/18 compared to FY 16/17. In FY 17/18, the staff turnover rate was higher than any other program area, 34.1% compared to a range of 12.7% to 21.9% for the other program areas. In FY 16/17, this program area had the lowest staff turnover rate (14.7%). Given the historically high staff turnover rates for this program area, it appears the FY 16/17 rate was an anomaly.

***Participant outcome data suggest that programs support families in achieving positive parenting and child development outcomes.*** PCL child abuse prevention and intervention programs did well meeting child and family outcomes. 86% of parents achieved positive parenting outcomes and 100% of children met therapeutic outcome goals. Almost 75% of children were on track with age appropriate developmental milestones. The rate of children not on-track with age appropriate developmental milestones (25.9%) is higher than the rate of prevalence of disability and delay in the national child population (13.8%). These data are not surprising given the fact children with special physical, developmental, or mental-health needs are at higher risk for being victims of maltreatment. Children not meeting developmental milestones were referred for additional assessment and service supports.

### 3. Foster Care

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In 2017-18, 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, 30.7% of resources allocated in 2017-18 were invested in culturally specific programming.

#### **Service Goals**

Foster care programs served a total of 455 children, youth and teen parents, exceeding projections for numbers served by 2.5%.

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

*Service Access Equity: Race/Ethnicity of Children Served in PCL Foster Care Programs, 2017-18*

<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<sup>34</sup></b>
Latino/Hispanic	6.6%	17.5%
African-American/ African	18.4%	14.5%
Native American/ Native Alaskan	9.6%	3.6%
Asian/ Pacific Islander	1.9%	1.7%
Middle Eastern	0.2%	<i>(data not reported by DHS)</i>
Multi-Racial/ Ethnic	26.8%	14.8%
White (includes Slavic)	32.7%	44.2%
Not Given	3.8%	3.7%

*Primary Language:* 66.5% of youth served in foster care programs were from homes with English as the primary language (compared with 61.4% Levy-wide), 4.5% spoke primarily Spanish, 0.2% spoke another language, and 28.9% did not provide this data.

*Family Income:* Among children for whom data were reported, 98.4% of children served were from families with annual incomes at or below 185% of the Federal Poverty Level. Income data was not reported on 46.7% of the participants in foster care programs.

#### **Grantee Performance Metrics<sup>35</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.

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<sup>34</sup> 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 0.8% of children identified as African, 0.4% as Pacific Islander, 0% Slavic. See footnote 21 for further details regarding the methodology used by DHS to categorize race and ethnicity.

<sup>35</sup> See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

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

Metric	Foster Care Previous Levy Period Average (4 years)	Foster Care Current Levy Period Average (4 years)	All Programs Current Levy Period Average (4 years)
Early Exit (% of participants)	1.5%	4.7%	7.6%
Participation/Minimum Dosage (% of participants)	67.5%	83.8%	79.3%
Outcome Goals Met (% of outcomes goals)	75.2%	82.1%	81.2%
Staff Turn Over (% of staff)	24.0%	18.5%	21.1%

**Service Participation:** Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Foster Care Programs, 2017-18

Race/Ethnicity Identity	Participants Enrolled Foster Care Programs <sup>36</sup>	Participants Receiving Minimum Dosage in Foster Care Programs
Latino/Hispanic	7.3%	6.7%
African-American	17.8%	20.2%
Native American/ Native Alaskan	10.3%	10.3%
Native Hawaiian/ Pacific Islander	0.4%	0.8%
Asian	1.5%	0.4%
Slavic	0.0%	0%
Middle Eastern	0.2%	0.4%
African	0.9%	0.4%
Multi-Racial/ Ethnic	23.7%	25.4%
White	33.8%	34.1%
Not Given	4.0%	1.2%

**Foster Care Program Outcomes<sup>37</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:

- 90.3% of children and youth met academic outcomes.<sup>38</sup>
- 88.6% of youth increased life skills (transition to adulthood outcome).<sup>39</sup>
- 73.2% of children and youth met permanency outcomes.<sup>40</sup>

<sup>36</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 23 because the page 23 table shows the breakdown of children served and does not include caregivers who, in some cases, are the primary service recipient.

<sup>37</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>38</sup> 4 programs reported academic outcomes (school engagement; school attendance, college enrollment, and improvement in academic success); 93/103 children and youth met the outcome.

<sup>39</sup> 2 programs reported on a transition to adulthood outcome (increase in life skills and improved sense of cultural knowledge); 31/35 youth met the outcome.

<sup>40</sup> 3 programs reported on permanency outcomes (reunification/adoption and increase in appropriate parenting practices); 30/41 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.** 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>41</sup> The race/ethnicity data of the children served in this program area suggest the proportion of African-American and Native American children served is higher than the percentage of these populations in foster care. The proportion of children served by PCL-funded foster care programs categorized as Latino/Hispanic is significantly lower than the percentage of Latino/Hispanic children in foster care.

While there appears to be a disparity in access for Latino/Hispanic children, the significant differences in methodologies used by DHS and PCL in categorizing race and ethnicity make it difficult to determine whether actual disparities exist. The methodology that DHS uses results in a higher count of Latino/Hispanic children and a lower count of multi-racial children because DHS counts any child identifying as Latino/Hispanic as only that race/ethnicity. In contrast, PCL programs count children that identify as Latino/Hispanic and another race/ethnicity as Multi-Racial/Ethnic. Given the reported percentage of multi-racial children served by PCL foster care programs is so much higher (26.8%) than the percentage of multi-racial children reported by DHS (14.8%), it's likely that some portion of the children categorized by PCL as Multi-Racial/Ethnic would have been categorized by DHS as Latino/Hispanic. The inclusive identity data reported by PCL foster care programs shows that the number of Latinos served in foster care programs doubles if multiracial children identifying as Latino in part are included. In sum, there may be less of a disparity or none at all, depending on which identity data are used and how they are analyzed.

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. Youth in foster care programs were a less linguistically diverse population than served Levy-wide. Programs served a higher proportion of children of color than were in foster care.

**Participation data suggest that grantees successfully engaged African Americans and Native Americans, populations overrepresented in foster care.** Among participants meeting minimum dosage, African Americans composed a higher portion (20.2%) compared to the portion of African American participants enrolled (17.8%). For Native Americans, the portion of participants meeting the minimum dosage and the portion of Native American participants enrolled was the same (10.3%). This data indicates grantees focused on retention strategies for these two populations that are overrepresented in the foster care system. The largest disparity between percentage enrolled and percentage receiving minimum dosage was 1.1% for Asian children.

**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 participating children who received the minimum dosage in foster care programs is substantially higher than the average for this program area in the previous Levy period. This is likely because all foster care programs were new in the prior Levy period and it took time to establish appropriate minimum dosage levels.

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<sup>41</sup> African-American students compose 9.5% of the student population in Portland Public Schools; Native American students compose 0.7% of the student population.

The percentage of early exits increased from an average of 1.5% over the last Levy period to 4.7% in this Levy period. This increase is probably 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. PCL foster care programs did well meeting child/youth outcomes. A majority of participants demonstrated positive outcomes related to academics, the transition to adulthood and permanency. The rate of youth that met permanency outcome goals decreased, from 90% last year to 73%. There was an increase in the rate of youth meeting the transition to adulthood outcome, from 70% to 89%. These changes are likely attributable to one program measuring a transition to adulthood outcome in 2017-18 instead of a permanency outcome as was done in previous years.

## 4. After-School

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In 2017-18 PCL made additional allocations for after-school programs in a limited competitive funding round. Program funding for seven additional after-school programs started in September 2017, bringing the total for the fiscal year to 23 after-school program grants. PCL funds after-school programming with the goal of providing safe, constructive activities that support 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 2017-18, 47.2% of after-school resources were invested in culturally specific after-school programming.

### **Service Goals**

After-school programs served a total of 5,436 youth, exceeding projected numbers served by 6.8%.<sup>42</sup>

### **Demographics of Youth Served**

*Service Access Equity: Race/Ethnicity of Youth Served in PCL After-School Programs, 2017-18<sup>43</sup>*

Race/Ethnicity Identity	Youth Served in After-School Programs	Students Enrolled in Portland Schools
Latino/Hispanic	20.5%	22.1%
African-American/African	18.5%	9.5%
Native American/Native Alaskan	2.2%	0.7%
Native Hawaiian/Pacific Islander	1.8%	1.3%
Asian	10.0%	8.8%
Middle Eastern	0.7%	<i>(districts do not provide data)</i>
Multi-Racial/Ethnic	15.1%	8.7%
White (includes Slavic)	22.2%	49.0%
Not Given	8.9%	<i>(districts do not provide data)</i>

*Primary Language:* 56.5% of youth came from homes with English as the primary language (compared with 61.4% Levy wide), 16.9% spoke primarily Spanish, 17.5% spoke another language, and 9.2% did not provide this data.

*Participants Residing in East Portland:* 52.6% of participants in after-school programming resided or went to school in East Portland as compared to 46.2% Levy-wide.

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<sup>42</sup> Numbers served in after-school programs include some duplicated youth. Service goals for some after-school programs are set for duplicated youth served because some service providers offer more than one after-school class during the school year and youth may participate in multiple classes over one school year.

<sup>43</sup> Oregon Department of Education (ODE) enrollment data for 2017-18 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 4.0% of children identified as African, 1.4% as Slavic.

*Family Income:* 81.1% 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 37.1% of participants in after-school programs.<sup>44</sup>

### **Grantee Performance Metrics<sup>45</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 (4 years) compared to Performance in Previous Levy (5 years)***

<b>Metric</b>	<b>After-School Previous Levy Period Average (5 years)</b>	<b>After-School Current Levy Period Average (4 years)</b>	<b>All Programs Current Levy Period Average (4 years)</b>
Early Exit (% of participants)	9.4%	7.7%	7.6%
Participation/Minimum Dosage (% of participants)	67.4%	80.1%	79.3%
Outcome Goals Met (% of outcomes goals)	80.9%	72.5%	81.2%
Turn Over (% of staff)	15.0%	23.2%	21.1%

#### ***Service Participation: Race/Ethnicity of Participants enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL After-School Programs, 2017-18***

<b>Race/Ethnicity Identity</b>	<b>Participants Enrolled in After-School Programs<sup>46</sup></b>	<b>Participants Receiving Minimum Dosage in After School Programs</b>
Latino/Hispanic	20.7%	20.5%
African-American	14.5%	15.9%
Native American/Native Alaskan	2.2%	2.2%
Native Hawaiian/Pacific Islander	1.7%	1.7%
Asian	10.0%	11.9%
Slavic	1.5%	1.4%
Middle Eastern	0.7%	0.5%
African	4.1%	4.6%
Multi-Racial/Ethnic	15.0%	13.7%
White	20.7%	20.5%
Not Given	9.0%	7.0%

<sup>44</sup> Total youth on which MESD did not report FRL data over total youth served in after-school programs (1966/5295).

<sup>45</sup> See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

<sup>46</sup> Participants analyzed for this data point exclude children who participated in after-school programming offered at a shelter for homeless families where there is no minimum dosage or outcome goals set for the services because families stay at the shelter for differing lengths of time based on availability of permanent housing.

### ***After-School Program Outcomes<sup>47</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, 88.3% of the youth who received the minimum dosage met the youth development outcome.<sup>48</sup>

### ***Academic Data on After-School Program Participants***

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.<sup>49</sup>

- 86.6% of participants attended at least 90% of school days;
- 93.9 % had no suspensions or expulsions during the school year;
- 27.9% of participants tested met academic benchmarks in math;
- 41.6% of participants tested met academic benchmarks in English language arts;
- 84.1% of the high school freshman, sophomore and junior participants were on track for graduation in credit attainment (6, 12, and 18 credits earned respectively);
- 80.6% 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. 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 more than half of the participants resided or went to school in East Portland. In addition, after-school programs served higher percentages of all populations of color than the percentage of each population that was enrolled in Portland schools which suggests that underserved populations are successfully accessing after-school programming.<sup>50</sup>

***A similar percentage of children of color accessed services and received the minimum dosage indicating that grantees are successfully retaining children of color in services.*** 70.5% of youth who enrolled in after-school programs were of color; 72.6% of those participants that received the minimum

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<sup>47</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>48</sup> 18 of 22 programs tracked and reported on at least one youth development outcome in 2017-18, 2078/2354 youth met the youth development outcome tracked. Outcomes tracked include the following: 4 programs tracked self-confidence/self-esteem; 7 programs tracked positive social behaviors; 2 programs tracked positive attitude toward school; 3 programs tracked engagement and 2 programs tracked skill acquisition. Four programs do not track youth development outcomes, and one program (Human Solutions program for youth residing in homeless shelter) does not track outcomes.

<sup>49</sup> 2884/3329 students attended 90% of school days. 3125/3329 had no suspensions or expulsions during the school year. 636/2277 met benchmarks in math and 946/2272 met benchmarks in English language arts. 275/327 students in grades 9 – 11 obtained grade level credits, and 25/31 classified as “seniors” graduated.

<sup>50</sup> The percentage of Latino students served in PCL programs is slightly less than the percentage of Latino students attending Portland schools; however, this is likely due to the way schools report race/ethnicity for Latinos which classifies all students who identify solely as Latino, and all those who identify partly as Latino. In contrast, youth who identify as multiple races/ethnicities in PCL programs are counted as multi-racial/ethnic.

dosage were of color. The largest disparities between percentage enrolled and percentage receiving minimum dosage was 2% for youth that did not provide race/ethnicity information, and 1.7% for multiracial youth.

**Data on performance metrics shows after-school program grantees are performing better on 2 of 4 metrics as compared to their average performance during the previous levy.** After-school programs have performed better on 2 metrics in 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>51</sup>

In contrast, a lower percentage of outcome goals were met by after-school programs, and average staff turnover has increased. The lower percentage of outcome goals met is likely due to several factors. New programs often have difficulty in gathering outcome data, and in meeting outcome goals that are set before there is significant experience in delivering the program model or delivering the model at a new site. Five new SUN programs were funded in 2014 and these programs have had some difficulties in gathering outcome data on all youth that received the minimum dosage and have also struggled to meet outcomes based on teacher surveys as compared with SUN programs funded in the past Levy. PCL funded additional after-school programs in 2017 for the 2017-18 school year and outcome data on these new grants are included in this report. Most of these programs were new, some had significant implementation challenges that influenced whether outcomes were met, and some used new outcome measurement tools such that it was difficult to forecast the likely percentage of youth that would meet the outcome. All of these factors influence the percentage of outcomes met in a given year.

In addition, all intensive academic support programs were required to add outcome goals in 2016-17 for attendance and behavior at a minimum, and some also set goals for performance on benchmark tests, credit attainment, high school graduation and improvement,<sup>52</sup> depending on age group and population served. This had the effect of increasing the number of outcome goals tracked and given fluctuations in student performance from year to year, not all of these goals were met. Finally, some grantees missed some outcome goals by a small margin and this metric does not account for those gradations. Regarding staff turnover, many grantees have reported difficulties in hiring part-time staff in the current economy, and more turnover as existing employees seek full-time employment.

**Outcome and academic performance data suggest that programs support positive youth development, and positive behavior.** Data on youth development outcomes suggest that programs are supporting positive youth development with 88.3% of youth meeting these outcomes. Data on academic variables show good results for behavior, credit attainment and high school graduation that

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<sup>51</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 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>52</sup> Outcome goals for English language proficiency based on performance on the annual English language proficiency test (ELPA) administered to English language learners (ELL) were also included in intensive academic support grants serving significant numbers of ELL students in alignment with All Hands Raised academic performance indicators. However, the ELPA test was changed in 2015, and the method for assessing adequate annual progress was also changed, which rendered the data reported by MESD on this variable inapplicable.

are consistent with or better than results in the previous two years. In addition, the graduation rate is higher than the overall graduation rate for Portland schools for 2017-18 (76.8%), and the graduation rates for economically disadvantaged and underserved minorities in Portland schools (71.8% and 69.3% respectively).<sup>53</sup> Attendance results remained below 90% of youth attending at least 90% of school days this year, but above rates for all students (78.7%) and economically disadvantaged students (72.9%) in Portland schools in the same year.<sup>54</sup> It is possible that the current political climate has affected school attendance for some populations; statewide approximately 23% of children are immigrants.

Results for after-school program participants on the Smarter Balanced standardized tests are improved as compared to last year, but still below the percentage meeting academic benchmarks in all Portland schools. In Portland schools, 39.0% met expectations in math, and 52.7% of students met expectations in English Language Arts as compared to 27.9% and 41.6% respectively for after-school program participants.<sup>55</sup> Typically, 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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<sup>53</sup> Oregon Department of Education data for 5 Portland school districts, 2017-18, <https://www.oregon.gov/ode/reports-and-data/students/Pages/Cohort-Graduation-Rate.aspx>.

<sup>54</sup> Oregon Department of Education data for 5 Portland school districts, 2017-18, <https://www.oregon.gov/ode/reports-and-data/students/Pages/Attendance-and-Absenteeism.aspx>.

<sup>55</sup> Oregon Department of Education, Smarter Balanced Results, 2016-17 available at <http://www.oregon.gov/ode/educator-resources/assessment/Pages/Assessment-Results.aspx>

## 5. Mentoring

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In 2017-18 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**

### **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, 32.5% of resources allocated in 2017-18 were invested in culturally specific mentoring services.

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

Mentoring programs served a total of 974 youth, exceeding projections for numbers served by 7.4%.

#### **Service Access Equity: Race/Ethnicity of Youth Served in PCL Mentoring Programs, 2017-18<sup>56</sup>**

Race/Ethnicity Identity	Youth Served in Mentoring Programs	Students enrolled in Portland School Districts
Latino/Hispanic	23.8%	22.1%
African-American/ African	26.8%	9.5%
Native American/Native Alaskan	1.7%	0.7%
Native Hawaiian/Pacific Islander	1.0%	1.3%
Asian	9.1%	8.8%
Middle Eastern	0.4%	<i>(districts do not provide data)</i>
Multi-Racial/Ethnic	13.1%	8.7%
White (includes Slavic)	19.7%	49.0%
Not Given	4.2%	<i>(districts do not provide data)</i>

*Primary Language:* 59.3% of those served were from homes with English as the primary language (compared to 61.4% Levy wide), 13.7% spoke primarily Spanish, 10.1% spoke another language, and 16.9% did not provide this data.

*Participants Residing in East Portland:* 53.0% of participants in mentoring programming resided or went to school in East Portland as compared to 46.2% Levy-wide.

*Family Income:* Among youth for whom data were reported, 94% 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 4.3% of youth in mentoring programs.

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<sup>56</sup> Oregon Department of Education (ODE) 2017-18 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 4.0% of children identified as African, 0.3% as Slavic.

### Grantee Performance Metrics<sup>57</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 (4 years) compared to Performance in Previous Levy (5 years)**

Metric	Mentoring Previous Levy Period Average (5 year)	Mentoring Current Levy Period Average (3 year)	Levy-wide Current Levy Period Average (4 year)
Early Exit (% of participants)	9.2%	6.0%	7.6%
Minimum Participation (% of participants)	62.0%	68.6%	79.3%
Outcome Goals Met (% of outcomes goals)	88.1%	86.0%	81.2%
Staff Turn Over (% of staff)	17.2%	20.8%	21.1%

#### **Service Participation: Race/Ethnicity of Participants Enrolled in PCL Mentoring Programs compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Mentoring Programs, 2017-18**

Race/Ethnicity Identity	Participants Enrolled in Mentoring Programs	Participants Received Minimum Dosage in Mentoring Programs
Latino/Hispanic	23.8%	22.1%
African-American	22.8%	23.3%
Native American/Native Alaskan	1.7%	1.9%
Native Hawaiian/Pacific Islander	1.0%	1.2%
Asian	9.1%	9.5%
Slavic	0.3%	0.0%
Middle Eastern	0.4%	0.8%
African	4.0%	7.2%
Multi-Racial/Ethnic	13.1%	14.1%
White	19.4%	17.6%
Not Given	4.2%	2.3%

### Mentoring Program Outcomes<sup>58</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:

- 95.9% of youth demonstrated or increased positive engagement in school.<sup>59</sup>

<sup>57</sup> See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

<sup>58</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>59</sup> 4 of 6 programs tracked school engagement; 445/464 youth demonstrated or increased positive engagement in school.

### *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.<sup>60</sup>

- 63.2% of participants attended at least 90% of school days.
- 87.5% had no suspensions or expulsions during the school year.
- 11.8% of participants tested met academic benchmarks in math.
- 30.3% of participants tested met academic benchmarks in reading.
- 68.3% of the high school freshman, sophomore and junior participants were on track for graduation in credit attainment (6, 12, and 18 credits earned respectively).
- 77.9% 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 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%) for youth that identify as Pacific Islander or Asian. Youth in mentoring programs were a less linguistically diverse population than served Levy-wide. 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 (80.0%) than they comprised of all youth enrolled in services (76.4%), while proportionally fewer white children received minimum dosage (17.6%) compared to their enrollment (19.4% of youth enrolled). The largest disparity is for Latinx youth (1.7-point difference between percentages of those enrolled in services and receiving 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 Levy period—early exits, participants meeting minimum dosage, outcome goals met—compared to their average performance in the previous five-year levy. While they performed better on percentage of participants meeting minimum dosage compared to mentoring programs in the previous Levy period, the mentoring program area typically has the lowest participation rate among all Levy program areas. A possible explanation for this is that typically 30% - 40% of youth served in this program area are high school students. These students often have many demands on their time or barriers to participation (e.g. jobs, family obligations, homework, sports). Staff turnover in mentoring programs is slightly higher during this Levy period compared to the previous one.

***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.

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<sup>60</sup> 299/473 students attended 90% of school days. 413/473 had no suspensions or expulsions during the school year. 28/237 met benchmarks in math and 74/244 met benchmarks in reading. 86/126 students in grades 9 – 11 obtained grade level credits, and 53/68 classified as “seniors” graduated.

Other youth outcomes have been more variable over time. School attendance for youth in mentoring programs has declined, which mirrors state and local school attendance trends. Oregon Department of Education data for 17-18 show that across all students in Portland area schools who are considered “economically disadvantaged,” 73% attended 90% or more of school days.<sup>61</sup> For high school students specifically in Portland schools, 62% of students considered “economically disadvantaged” attended 90% of school days last year. School attendance among youth in PCL mentoring programs mirrors these trends, and it suggests that programs are reaching students that need additional support for regular school attendance.

Rates of suspension and/or expulsion from school have remained low for youth in PCL mentoring programs over the past few years- hovering around 90% having no suspensions or expulsions during the school year. Credit attainment for students dropped from around 78% of mentoring participants obtaining grade level credits to 68% in 17-18. Meanwhile, graduation rates for mentoring participants in 17-18 were higher (77.9% graduating) than for Portland area schools’ graduation rates for students considered “economically disadvantaged” or “underserved minorities” (71.8% and 69.3% respectively).<sup>62</sup>

While school engagement, behavior, credit attainment, and graduation have generally been positive, performance on the still new Smarter Balanced tests has room for growth: 11.8% of mentoring participants reached proficiency in math and 30.3% in English Language Arts. The portion of students meeting English Language Arts benchmarks has hovered around 30% over the past few years, while the portion meeting math proficiency has varied from 11% - 20% over time. In Portland schools in 17-18, 39.0% met expectations in math, and 52.7% of students met expectations in English Language Arts.<sup>63</sup> While mentoring participants’ performance on state tests is lower than students’ performance generally in Portland schools, these data also suggest that mentoring programs are working with students who need addition support for academic achievement.

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<sup>61</sup> Oregon Department of Education. Regular Attenders Report for 2017-18. <https://www.oregon.gov/ode/reports-and-data/students/Pages/Attendance-and-Absenteeism.aspx>

<sup>62</sup> Oregon Department of Education data for 5 Portland school districts, 2017-18, <https://www.oregon.gov/ode/reports-and-data/students/Pages/Cohort-Graduation-Rate.aspx>.

<sup>63</sup> Oregon Department of Education, Smarter Balanced Results, 2016-17 available at <http://www.oregon.gov/ode/educator-resources/assessment/Pages/Assessment-Results.aspx>

## 6. Hunger Relief

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In 2017-18 PCL funded 5 grants for hunger relief with the goal of relieving hunger and food insecurity among children and their caregivers. Two of the five grants began in July 2014, and the remaining three began in July 2015. 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 14,126 unduplicated children with emergency food. Most of the children receiving emergency food (9,093) were served at 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 fell short in meeting its goal for unduplicated children served (71% of goal) due to a higher percentage of families using school food pantries more than once per year, a higher number of caregivers served as compared to children and a change in data collection methods.<sup>64</sup>

Grantees served 5,033 unduplicated children with emergency food through means other than school food pantries such as home delivered meals, weekend backpack programs, community gardens, summer lunch and fresh food donations distributed at schools that do not have a regular food pantry supported by OFB. With the exception noted above, grantees met most service goals for unduplicated children served and pounds of food distributed. It is inherently difficult to predict unduplicated children served in hunger relief programming because sometimes the same children/families use emergency food services repeatedly throughout the year depending on family need.

In addition to emergency food provision, MFS and IRCO provided nutrition education and cooking classes to 511 youth. Both grantees exceeded annual goals for unduplicated youth served in this program component and reported strong demand for these classes at all sites.<sup>65</sup> Janus provided discounts on purchases of whole foods for 733 households at the Village Market in the New Columbia housing development.

The demographics of the population served by hunger relief programs are reported below. The percentage of participants not reporting race/ethnicity identification doubled as compared to last year; data should be viewed with caution since one-third of children served in the program area did not report race/ethnicity data.<sup>66</sup>

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<sup>64</sup> Full implementation of the integrated Link to Feed data system at all sites this year revealed that different adults picked up food at pantries for the same family. Under the previous data system, these adults would have been counted as heads of separate households.

<sup>65</sup> IRCO served 109 and MFS served 402 youth.

<sup>66</sup> Janus does not gather demographic data on youth receiving summer lunch, children in families with caregivers growing food in program sponsored community gardens, and children in families that use the food discounts for whole foods purchased at

**Service Access Equity: Race/Ethnicity of Children Served in PCL Hunger Relief Programs, 2017-18<sup>67</sup>**

Race/Ethnicity Identity	Children Served Hunger Relief Programs	Students Enrolled in Portland School Districts	Children Served in Other PCL Program Areas
Latino/Hispanic	26.4%	22.1%	22.0%
African-American/African	6.3%	9.5%	19.4%
Native American/Native Alaskan	.7%	0.7%	2.4%
Native Hawaiian/Pacific Islander	1.1%	1.3%	1.2%
Asian	11.9%	8.8%	7.1%
Middle Eastern	0.9%	(not reported by districts)	0.7%
Multi-Racial/Ethnic	4.8%	8.7%	15.0%
White (includes Slavic)	18.1%	49.0%	25.8%
Not Given	29.0%	(not reported by districts)	6.5%

**Primary Language:** 32.8% of youth served were from home with English as the primary language (as compared with 61.8% in all other Levy program areas), 20.8% spoke primarily Spanish, 1.7% spoke Vietnamese, 4.9% spoke Russian, 3.1% spoke Chinese, 10.1% spoke another language, and 26.8% did not provide this data.

**Participants Residing in East Portland:** 65.9% of children receiving hunger relief services resided or went to school in East Portland as compared to 46.2% for all other PCL programs.

**Family Income:** Of the children served in hunger relief programs, 37.1% did not report income data. Of those that did report family income, 100% lived in families with incomes at or below 185% of federal poverty level.

**Grantee Performance Metrics<sup>68</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 for programming designed 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 four-year average staff turnover was 13.7% 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 higher levels of Latino and Asian children as compared to the percentages of these populations enrolled in Portland schools, and served in other PCL program areas. The data also suggest that these programs served a smaller proportion of African Americans, multi-racial/ethnic, and white children than reflected in enrollment percentages of these populations in Portland schools. However, as noted above, one third of children served in this program area did not report race/ethnicity so results should be viewed with caution. Hunger relief

the Village Market because doing so would be a significant barrier to using program services. Demographic information is collected on adults served in community gardens and food purchase discounts.

<sup>67</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 .3% of children identified as African, .7% as Slavic.

<sup>68</sup> See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

programs served a more linguistically diverse population as compared to other PCL program areas. Hunger relief services are also heavily concentrated in East Portland which helps address hunger in an area with high child poverty rates, but may be impacting the number of African American children served since the highest concentrations of African Americans still reside west of 82<sup>nd</sup> Ave.<sup>69</sup>

**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.

**Grantees provided additional emergency food resources at schools without pantries:** IRCO and MFS succeeded in finding and distributing additional emergency food resources to children and families at 9 SUN School sites where no school food pantry operated in 2017-18. These efforts allowed many more children and families to access emergency food resources on a regular basis at a convenient location.

**Higher percentage of families using school pantries more frequently:** The percentage of families using school pantries 6 or more times per year continued to increase in 2017-18 with 49% of families accessing pantries at this rate compared to 39% and 32% in each of the last two years respectively. This could indicate a deeper and more ongoing food insecurity for the population accessing school pantries, and/or could reflect that pantries have become more established and well known in school communities since the PCL funded school pantry expansion.

**Strong demand for delivered meals for families with barriers to accessing other sources of emergency food:** Meals on Wheels delivered 9.1% more meals to children and 10.4% more meals to caregivers as compared to last year showing continued growth as the program has become more widely known. The most common barriers to accessing other sources of emergency food experienced by clients are chronic conditions or illnesses of caregivers or children, and lack of transportation to sites where emergency food is distributed. Self-referrals continued to increase and have become the highest source of referrals as more prospective clients learned about the service via social media.

**Strong demand for food discounts at Village Market:** Enrollment in the PCL sponsored food discount program at the Village Market at the New Columbia housing development increased by 7.5%, and strong demand for the “free fruit for kids” program continued. The grantee intends to improve outreach into populations residing at New Columbia that do not speak English as a first language to increase participation in the discount program. Participation of youth in summer farming, and adults in the community garden program has remained strong, and produce output exceeded goals for the year.

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<sup>69</sup> See <https://statisticalatlas.com/place/Oregon/Portland/Race-and-Ethnicity> for maps showing concentration of populations in Portland by race/ethnicity. Also see <https://www.opb.org/radio/programs/thinkoutloud/segment/oregon-portland-african-americans/> for Portland State University Population Center estimates of number of African Americans moving from West to East Portland.

## 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.<sup>70</sup> 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. 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. CCI funding increases working families' access to childcare delivered by providers participating in the state of Oregon's childcare quality improvement effort, Spark (formerly the Quality Rating and Improvement System).

### *Children Served during FY17-18:*

CCI served 332 children and their families, exceeding its goal to serve 200 children during the year.

- 41% identify as children of color, 33% as white, and 26% had no data reported.
- 58% speak English and 20% speak Spanish, and 6% speak another language as a primary language in the home; data were not reported for 17% of children served.
- 30% were infants or toddlers, 41% were ages 3 -5, and 29% were ages 6 and older.
- 45% reside in East Portland, and 52% of participating providers are located in East Portland.

### *Median Income of Families, Median Cost of Care, Median CCI Contribution per Family in FY17-18:*

- Median monthly income of families served was \$2,253.
- Median monthly childcare costs per family served were \$1,030.
- Median monthly state subsidy per family was \$583.
- Median monthly CCI benefit per family was \$388.

Families contributed the difference between their own actual childcare costs and total subsidy provided; their contribution was no more than 10% of their income.

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<sup>70</sup> [http://www.portlandchildrenslevy.org/sites/default/files/wysiwyg/CCI%20Outcome%20Evaluation%20Report\\_FINAL\\_1.pdf](http://www.portlandchildrenslevy.org/sites/default/files/wysiwyg/CCI%20Outcome%20Evaluation%20Report_FINAL_1.pdf)

*Participating Providers that served one or more children receiving CCI benefits in past 2 years:* Data in the table below describe the type of childcare providers involved with CCI. All providers were involved with SPARK, Oregon’s childcare quality initiative.

	<b>FY16-17</b>	<b>FY17-18</b>
Number of children served and Number of Providers Participating	Children: 133 Providers: 29	Children: 332 Providers: 58
Type of Setting <sup>71</sup> (all are licensed)	14 centers 14 certified family 1 registered family	27 centers 24 certified family 7 registered family
Spark Involvement	7 star-rated at start FY16-17 22 C2Q (7 of which became star-rated during 16-17)	16 star-rated at start FY17-18 42 C2Q (1 became star-rated during FY17-18)
Children in Star-rated Care	14 star-rated providers served 46 children (35% of total)	17 star-rated providers served 98 children (29% of total)

<sup>71</sup> Definitions on the differences between settings is regulated by the state of Oregon Early Learning Division:  
<https://oregonearlylearning.com/providers-educators/become-a-provider/licensed-childcare/>

## Conclusion

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A review of annual Levy-wide and program area data for 2017-18, average data for the 4 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 and seek to invest in additional culturally specific child abuse prevention/intervention programming.

### **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 2017-18 showed the number of Native Americans served tripled, and the number of Pacific Islanders nearly 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.

### **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 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 on the following page. While the disparity for Latino children served in foster care programs appears large, it is unclear how much of the disparity is caused by the differences in the way PCL programs and DHS gather and report race/ethnicity data as discussed in the program areas section. DHS data on foster youth counts as Latino/Hispanic any child who identifies as this race/ethnicity in whole or in part. PCL data counts as Latino/Hispanic any child who only identifies as Latino/Hispanic. Those identifying as another race/ethnicity in addition to Latino/Hispanic are counted in the multiracial category. PCL data from foster care programs shows that the number of Latinos served in foster care programs more than doubles if children identifying as Latino in part are included.

As noted previously, the majority of children served in hunger relief receive food through the school pantry program, and most of schools served are located in East Portland where African Americans are a smaller proportion of the population. This may account for the disparity of African American children served in hunger relief programs, and point to the need for additional hunger relief services for African American children west of 82<sup>nd</sup> Ave. Service data disaggregated by race/ethnicity should be viewed with caution in this program area because this data was not provided for a third of the children served.

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 (1.3%), so a 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 grantees in

particular program areas may need to develop additional strategies to better engage certain populations in services.

Program Area	Population with Access Disparity, 2017-18
After School	Latino/Hispanic (1.6%)
Child Abuse	Native American/Native Alaskan (1.4%)
Early Childhood	Hawaiian/Pacific Islander (0.7%), Asian (1.2%), Multi-racial/ethnic (2.2%)
Foster Care	Latino/Hispanic (10.9%);
Mentoring	Asian (0.7%), Latino (0.7%)
Hunger Relief	African American/African (3.2%); Hawaiian/Pacific Islander (.2%), Multi-racial/ethnic (3.9%)

### **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 most service goals. It is more difficult to predict unduplicated people served in hunger relief because of varying usage of emergency food resources by families in a yearlong period.

Participation in Levy programs was excellent with early exits averaging 7.6% and an average of 79.3% 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 (80.1% - 83.8%) except mentoring where an average of 68.6% of participants received the minimum dosage. There was some variation in average percentage of early exits with foster care the lowest (4.7%) and child abuse prevention and intervention the highest (10.5%).

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 32 new programs were funded between 2014-15 and 2017-18, and new programs sometimes need to adjust which outcomes are measured, measurement methods, and projections as they gain experience. The percentage of outcome goals met is also influenced by the total number of outcomes tracked by PCL programs in any given year and this number has fluctuated over time in different program areas for a variety of reasons.

Average staff turnover was slightly higher than the average percentage for the previous Levy period which may, in part, be due to a low unemployment rate, and more competition for qualified personnel. Average staff turnover in child abuse prevention and intervention and foster care has declined compared to the 5-year averages in each program area, while turnover in early childhood, after-school and mentoring programs increased. Causes for these fluctuations are likely myriad and may be better understood at the individual program level.

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

In 2017-18, across all Levy programs, the portion of participants of color who received the minimum dosage (73.8%) is greater than the portion of participants of color who enrolled in services (72.0%) indicating that programs successfully engaged and retained people of color in services. This data is similar to data from the previous three years. That said, there were small disparities for Latino (.5%), Native American (.1%), multi-racial/ethnic (1%) and white (.4%) populations across all Levy programs. For most racial/ethnic groups, there is no particular trend in disparities over the last four years. In the

first three years of this Levy period, there were small disparities for African Americans (.2% to .6%) and no disparity in 2017-18. For whites, the disparity has ranged from .4% to 2.3% and has fluctuated annually with no clear trend. Since disparities in all years for all populations (except whites), have been no more than 1%, they are not a significant concern at this juncture.

### **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.