**portland
children's
levy**

Annual Report:
Investment Expectations, Results and Implications
2018 - 2019

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Introduction

This report reviews the performance of investments made by the Portland Children's Levy (PCL). Annual data for 2018-19 is provided along with relevant comparison data depending on variables tracked. 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

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.[1]

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 priority populations and geographies
- **Program Participation:** Maximizing participation in and minimizing early exits from programs;
- **Outcomes:** Meeting all or most 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 previous 4 years (2014-2018) is compared to annual performance in 2018-19.

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[1] Reports available at 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.*

Executive Summary of Report Findings

PCL invested a total of $18,977,688 in 74 program grants in 2018-19. The graph shows resources allocated by program area.

Investment Goals: PCL met investment goals set in 2013 to increase:

- access to services in East Portland (38.1% of people served in 2009-14; 44.4% in 2014-19);
- investment in culturally specific services (31.4% of funds 2009-2014; 34.8% in 2014-19).

It exceeded the goal of investing at least 30% of funding in culturally specific services Levy-wide.

Progress toward Levy-wide Goals: 2018-19 data gathered from grantees show that programs **served over 11,000 children and families**- slightly more than projected. This is consistent with performance in the previous four years (2014-18).

Investments by program area, 2018-19

- Early Childhood $6,169,463 33%
- Foster Care $1,737,612 9%
- Hunger Relief $1,521,614 8%
- Mentoring $1,588,664 8%
- Special Initiatives $1,611,404 8%
- After School $3,362,453 18%
- Child Abuse Prevention & Intervention $2,986,478 16%

Demographic data on clients served by grantees indicate that **69.5% of children served in 2018-19 identified as children of color[2]. The majority of children served were from homes with family incomes at or below 185% of the federal poverty level, and 30.1% 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 its priority populations, including children of color and children experiencing poverty, that face significant systemic barriers and opportunity gaps for achieving positive outcomes.

Data reported by PCL grantees show consistent rates of participation in PCL-funded services over the past five years with **an average of 79% of program participants meeting participation goals**. Grantees set participation goals based on the amount of service a participant must attend/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 met participation goals. This data suggests that programs successfully enrolled and sustained participation of populations of color.

Programs collectively met an average of 81.4% of their outcome goals over the past 5 years indicating that most participants in Levy funded programs are achieving intended program outcomes. An average of 20.3% of PCL paid staff positions turned over in this time period with turnover declining in each of the last two years to its lowest point in 2018-19 (16.9%).

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 eliminate 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.

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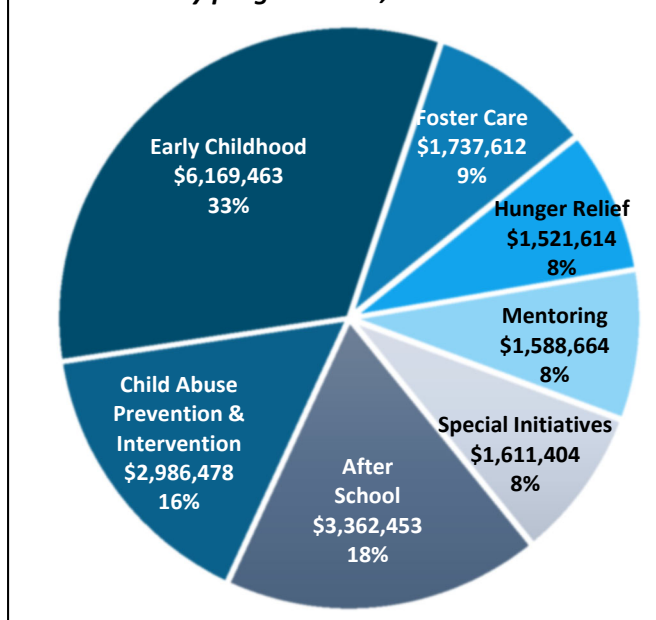
[2] The term "children of color" in this report includes people who identify in the following racial or ethnic population groups: Latinx, African American, Native American/Alaska Native, Native Hawaiian/Pacific Islander, Asian, Slavic, Middle Eastern, African, and/or Multiracial.

SECTION I. Performance of All Levy Funded Programs[3]

1. Investment Goals

Increasing Funding for Culturally Specific Services
Public input solicited for 2014 funding process prioritized increasing investment in culturally specific services to better address client preference, and to improve outcomes for children of color. Funding for culturally specific services has increased from 31.4% of total investments between 2009-14 to 34.8% between 2014-19. PCL also set a goal of investing a minimum of 30% of funding per program area in culturally specific services. 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), and in child abuse prevention/intervention where 27.1% of investments were in culturally specific services between 2014-19.

Increasing Services Available East of 82nd Avenue
Local data indicate that poverty rates, and racial/ethnic diversity have increased in this part of the city, particularly for children. Public input received prior to 2014 grant funding echoed this data and stressed that fewer social and supportive services are located east of 82nd Avenue which makes it more difficult for children navigating poverty and children of color to access services. The percentage of children served who resided or went to school east of 82nd Avenue increased from 38.1% between 2009-14, to 44.4% between 2014-19. In contrast, an estimated 25% of Portland residents live east of 82nd Avenue.[4]

2. Service Goals and Services Provided

Expectations
PCL enters into grant agreements with all funding recipients. Each grant agreement specifies number of people to serve and level or amount of service to each child, caregiver and/or family. Grantees track and report the number of people served. PCL staff monitor whether each grantee meets goals and aggregates the information for each program area and for the Levy as a whole.

Results and Implications
Service goals set in each grant agreement are based on funding level and program service model.   Grantees exceeded service goals in 2018-19 by 14.2% which is consistent with the previous 4 years (2014-18).

Exceeding contract goals for the number of children (or families, parents/caregivers depending on the program) can occur for a variety of reasons. In some cases, serving more children may mean the program had high turnover for each service slot available; grantees and PCL try to avoid

Number Served: FY 2018-19[5]

	FY 18-19
Goal	10,337
Actual	11,810
# +/-	1,473
% +/-	+14.2%

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[3] Data on hunger relief programs is excluded from the data in this section **UNLESS OTHERWISE NOTED.** Hunger relief programs gather different data than grantees 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. For data on the performance of hunger relief programs, see pages 37 - 39 of this report.

[4] East Portland Demographics 2010, by Uma Krishnan, at: http://eastportlandactionplan.org/related-documents.

[5] 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 underduplicated children and youth served.

this dynamic. 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

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 to assure: (1) each grantee serves its focus population, (2) PCL-funded programming equitably reaches populations and geographies to 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 such as institutional racism in public school systems, 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 and increasing their opportunities for learning and wellbeing. PCL strives to serve a higher percentage of these populations as compared to their percentages of the total relevant population. 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 experience significant disparities in educational outcomes compared to white students due to the compounded effects of systemic racism and limited opportunities.

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. Collecting and reporting this information provides a more accurate picture of the racial/ethnic identifications of those participating in PCL funded services, rather than simply describing

them 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 2018-19.

Results

Gender: Levy programs served more girls (51.6%) than boys (44.7%) in 2018-19; 0.3% children/youth served identified as transgender or genderqueer, and 3.3% did not report gender.

Age: Children aged 0-8 comprised 50.2% of the total service population in 2018-19. 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.

Primary Language: In 2018-19, the primary languages spoken in the homes of participants was: 63.3% spoke English, 17.5% spoke Spanish); and 12.6% spoke another language. Data were not reported for 6.6% of children served in 2018-19.

Disability: Keeping in mind the limitations of these data as described above, the results should be interpreted with caution. Among children served in 2018-19, 4.0% had a disability, and 11.5% of caregivers served had a disability. Research by the Center for Disease Control suggests that the national prevalence rate of disabilities in children aged 3-17 is 13.87%.[6] Similarly, 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 children served with disabilities and 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 people with disabilities proportional to the prevalence of disability.

Family Income: At least 55% of the children served in 2018-19 lived in families at or below 185% of the Federal Poverty Level (185% the FPL is $46,435 for a family of 4).[7] 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 38% 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 children and families with free, voluntary services where income is not barrier to participation, likely more children served were living in families that earn less than 185% of the Federal Poverty Level.

Family Income, Children Served, 2018-19

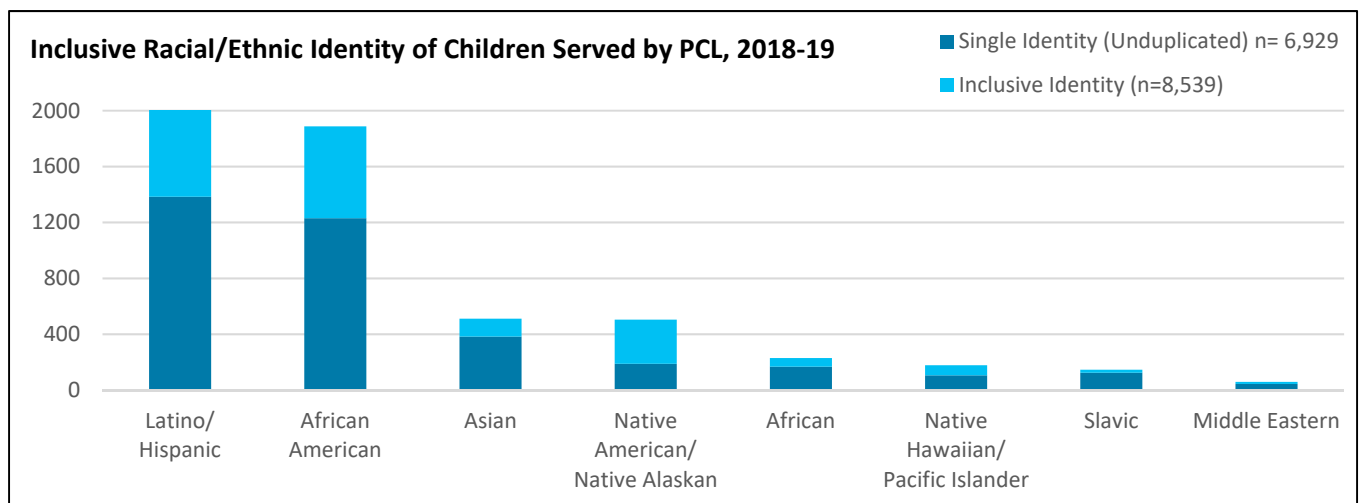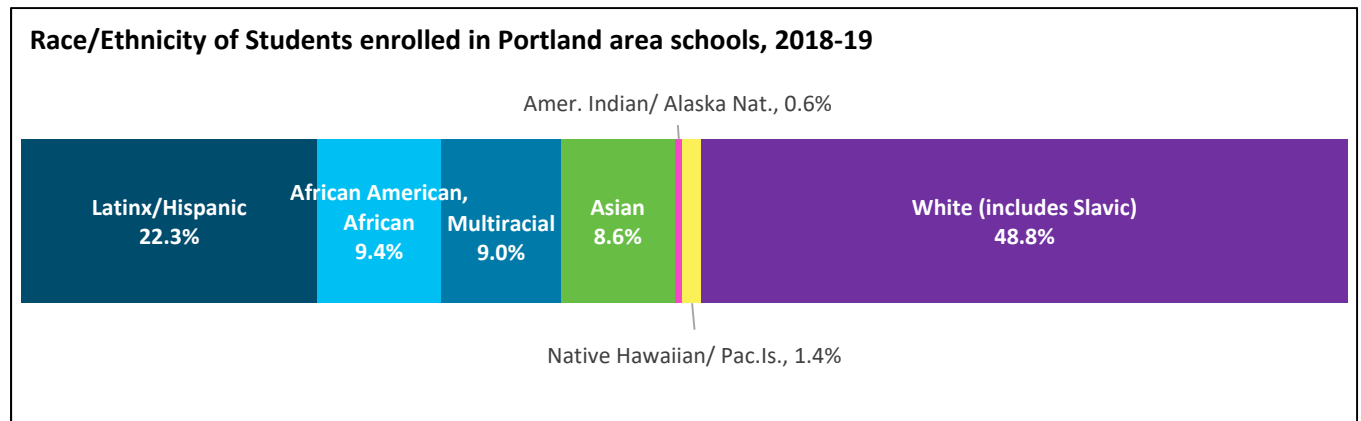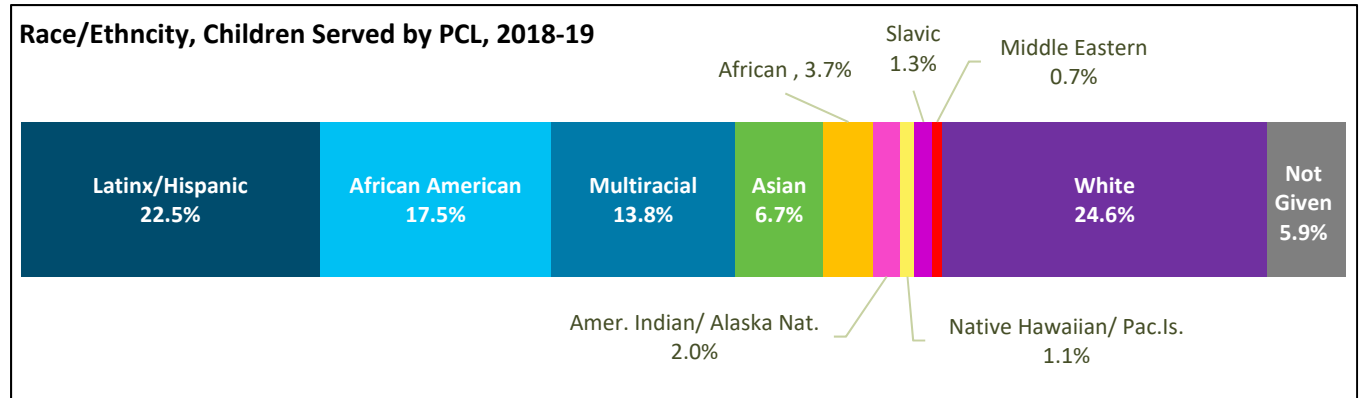Over 185% of FPL, 7%

Up to 185% of FPL 55%

Not Given 38%
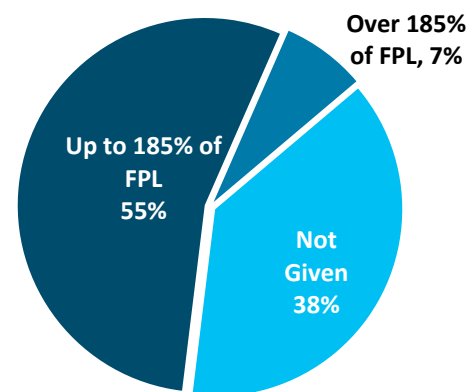
Racial/Ethnic Identity: The percentage of children of color served in 2018-19 was 69.5%. In contrast, the percentage of children of color attending school districts in the City of Portland was 51.3% in 2018-19. In other words, over two-thirds of PCL program participants were children of color, while children of color make up only half of the school aged population in Portland.

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[6] Key Findings: Trends in the Prevalence of Developmental Disabilities in U.S. Children, 1997- 2008. Center for Disease Control. https://www.cdc.gov/ncbddd/developmentaldisabilities/features/birthdefects-dd-keyfindings.html Disability in this study defined as including: attention deficit disorder, intellectual disability, cerebral palsy, autism, seizures, stuttering/stammering, hearing deficiency, vision deficiency, learning disorders or other developmental delay

[7] 2018 Federal Poverty Level was $25,100 for a family of 4, https://aspe.hhs.gov/2018-poverty-guidelines. The median family income in Portland was $81,400 in 2018, https://www.portlandoregon.gov/phb/article/684577

Graphs below illustrate the population served by PCL grantees in 2018-19, compared to Portland Schools Enrollment, 2018-19[8] The first bar shows PCL children served (n=12,016) during FY18-19. The second bar shows students enrolled in public schools in Portland (n=78,955). The third graph shows how different racial/ethnic populations change in size when data are disaggregated to understand the various racial/ethnic identities held by children/families served by PCL grantees.

Race/Ethncity, Children Served by PCL, 2018-19

| African , 3.7% | Slavic 1.3% | Middle Eastern 0.7% |

| Latinx/Hispanic 22.5% | African American 17.5% | Multiracial 13.8% | Asian 6.7% | | | | White 24.6% | Not Given 5.9% |

Amer. Indian/ Alaska Nat. 2.0%   Native Hawaiian/ Pac.Is. 1.1%

Race/Ethnicity of Students enrolled in Portland area schools, 2018-19

Amer. Indian/ Alaska Nat., 0.6%

| Latinx/Hispanic 22.3% | African American, African 9.4% | Multiracial 9.0% | Asian 8.6% | | White (includes Slavic) 48.8% |

Native Hawaiian/ Pac.Is., 1.4%

Inclusive Racial/Ethnic Identity of Children Served by PCL, 2018-19

■ Single Identity (Unduplicated) n= 6,929
■ Inclusive Identity (n=8,539)

Categories: Latino/Hispanic, African American, Asian, Native American/Native Alaskan, African, Native Hawaiian/Pacific Islander, Slavic, Middle Eastern

Implications
Overall, the Levy has successfully provided access to its priority 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.[9]

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 Latinx increased nearly 50%, the population 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 meet participation goals. Grantees and PCL staff work together to set program participation goals based on the program model, participation goals set by similar programs, and data analysis by the grantee to determine the level of program attendance 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.

Grantees also disaggregate the group of participants who met participation goals by race/ethnicity. Grantees and PCL staff compare the percentages of each racial/ethnic group that met participation goals to the percentage of each racial/ethnic group that enrolled in the program. These comparisons show whether any racial/ethnic groups disproportionately exited services without meeting participation goals.

Results and Implications
The early exit rate in 2018-19 was 6.6%, a decrease compared to the average early exit rate of 7.6% for the previous 4 years (2014-18). The percentage of participants who met participation goals declined in 2018-19 (77.9%) as compared to the average rate for 2014-18 (79.3%). Data from the past 5 years consistently shows fewer than 10% of participants exiting early while over 75% met participation goals.

Overall, grantees 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 meet participation goals assures that programs serve participants long enough to have the intended impacts.

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[9] Race/ethnicity identification data from Oregon Department of Education for Latinx students includes students who identify both wholly and partly as Latinx. PCL counts youth who identify as partly Latinx and partly other race(s) or ethnicities as multi-racial/ethnic. The portion of youth served in PCL programs who identify as Latinx wholly and partly is thus larger than the 22.5%. See graph of Inclusive Identify of Children Served on page 9.

Moreover, there was near parity in the percentages of participants who enrolled in services and met participation goals for most racial/ethnic groups, as shown on the graph below. These data suggest populations entering services sustained participation over time with the biggest disparity in the Latinx/Hispanic population (1.0% difference).

Service Participation: *Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants meeting program participation goals in PCL Funded Programs, 2018-19*
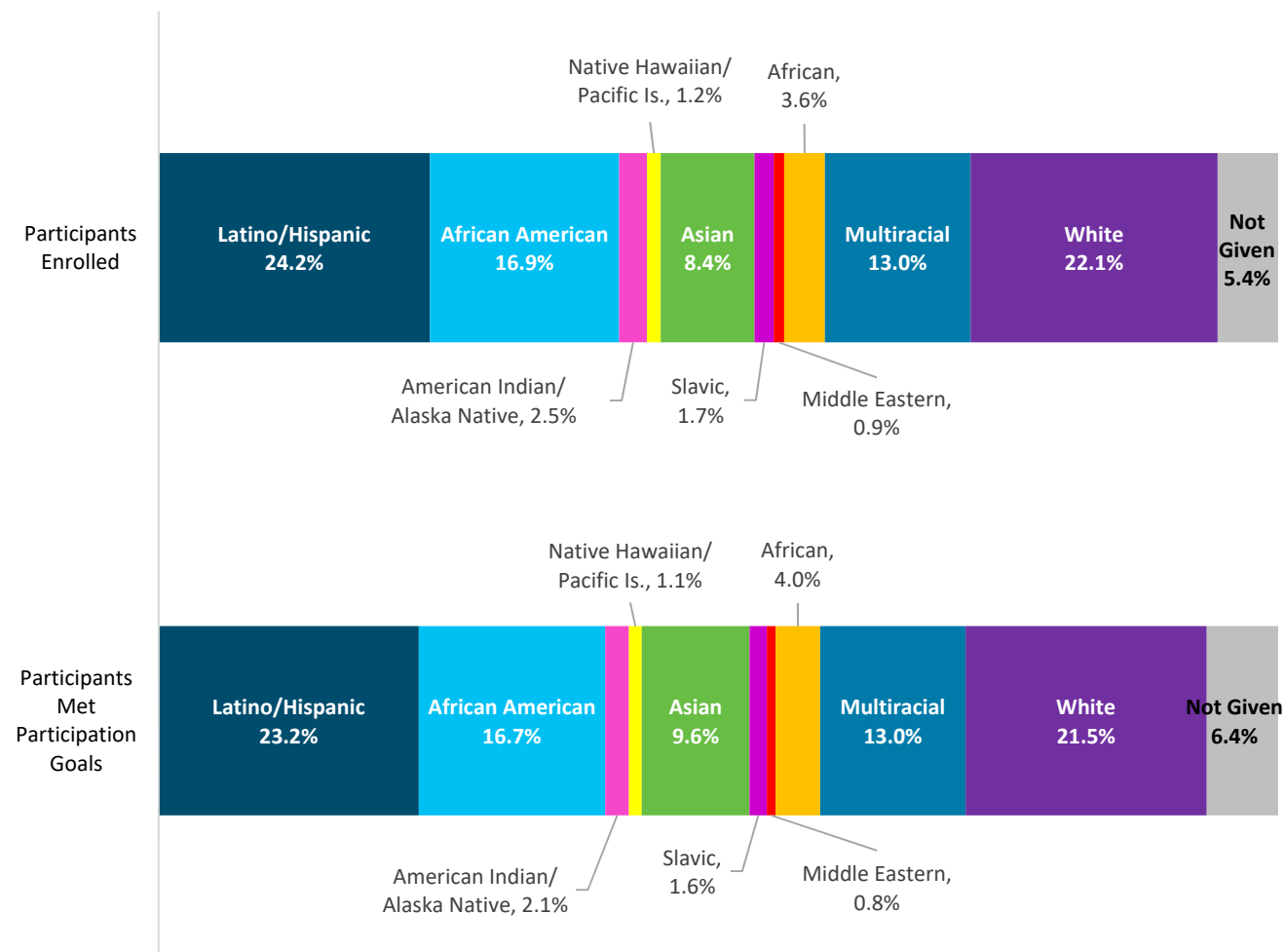
5. Outcomes Achieved

Expectations
Most PCL grants include at least one outcome goal that the grantee expects program participants to achieve.[10] Outcome goals selected relate to the Levy's overall goals. PCL staff work with grantees to set outcomes relevant and appropriate to 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:

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[10] Grantees that track service delivery data but not outcomes include: VOA: Gateway Child Care, Child Care Initiative, and hunger relief grants.

- 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

Results and Implications
Grantees report program outcomes to PCL annually. Staff tracks the total number of outcomes in the grant, and the number of outcomes met for the annual period. Grantees met an average of 82.2% of goals in 2018-19 as compared to an average of 81.2% in the previous 4 years (2014-18).

The number of goals tracked across Levy programs fluctuates depending on the number of funded programs each year (i.e. additional programs were funded in 2015 and 2017), and variables related to data collection by grantees (e.g. an outcome goal may be eliminated or added due to issues implementing an assessment tool, or changes to the tool). In addition, the number of outcome goals met each year can vary depending on how many years a program has operated. Start-up programs often adjust outcome goals and projections as they gain more experience delivering services. Despite these annual fluctuations, grantees have met between 80-85% of outcome goals tracked in each of the past 5 years, indicating that participants in Levy-funded programs mostly achieved program outcomes.

6. Staff Turnover

Expectations
PCL does not set specific goals around staffing stability or staff turnover. Based on past data collection, PCL expects that between 15-20% of program staff will turnover annually. These rates vary by program area. PCL monitors staff turnover for each grantee to identify issues for specific programs and 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 and the number of times each position turned over.   PCL aggregates this data to determine the percentage of positions that turned over across all Levy programs, and the percentage in each program area.

Results and Implications
In 2018-19, the staff turnover rate was 16.9%, a decrease as compared to the average turnover rate between 2014-2018 (21.1%).

Staff turnover rates in Levy-funded programs reflect 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%.[11] In Oregon, data from the Early Childhood sector suggests rates of turnover ranging from 16% - 29% over a 4-year period.[12] A national study on the

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[11] Casey Family Programs, "Information Packet: Healthy Organizations." December, 2017. https://www.casey.org/turnover-costs-and-retention-strategies/

[12] "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

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.[13] 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.

Over 3 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 supporting program quality, trauma-informed and culturally responsive workforce development, and staff retention. The investment focuses on strengthening supervision, staff skills and workplace climate, with the intention of mitigating staff turnover for the participating programs.

A promising trend over the past few years shows that despite fluctuations, staff turnover in Child Abuse Prevention & Intervention (CAPI) and Foster Care (FC) program areas has declined. PCL data suggests programs have experienced greater staffing stability while they have had access to training and consultation.

Grantee staff turnover trends in 2 program areas of PCL, 2014-2019
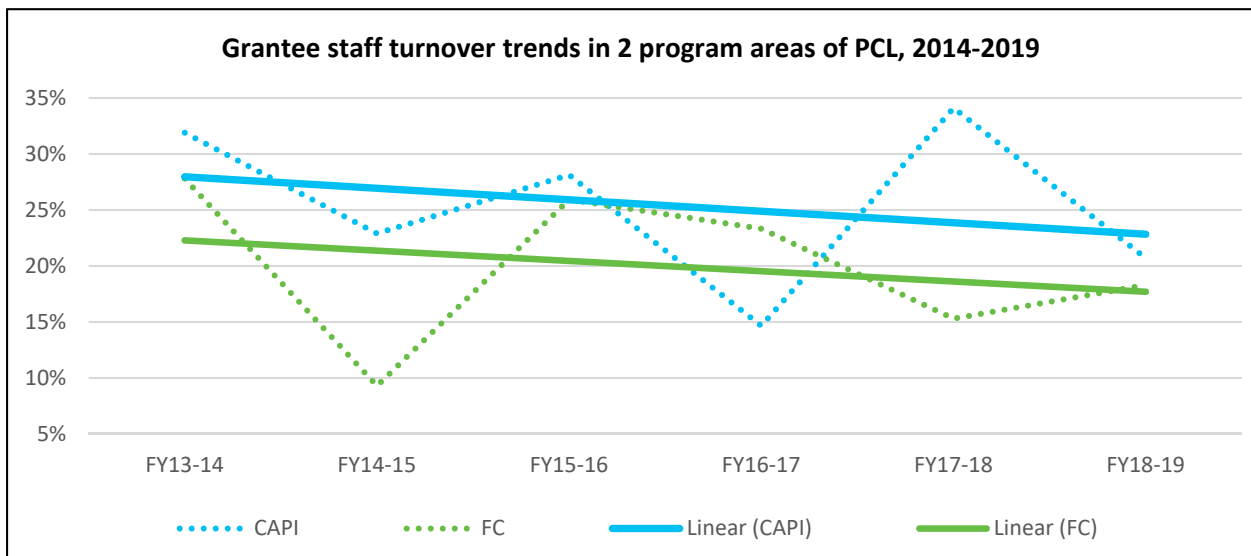
Across all program areas, the rates have often fluctuated from year to year because many factors influence turnover: staff are promoted within organizations, leave school-year positions after the school year concludes, or return to school and seek higher paying jobs.

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[13] 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

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

In 2018-19 PCL funded 16 early childhood program grants with the goal of supporting children's early development and readiness for Kindergarten. Programs funded use one or more of these strategies:

- **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, 47.7% of resources allocated in 2018-19 were invested in culturally specific early childhood programming.

Service Goals and Demographics of Children Served

Early childhood programs served 1,976 children, exceeding projections for numbers served 8.2%.

Service Access Equity: Race/Ethnicity of Children Served in PCL Early Childhood Programs, 2018-19[14]

Race/Ethnicity Identity	Children Served in Early Childhood Programs	Students enrolled in Portland School Districts
Latinx/Hispanic	34.8%	22.3%
African-American/ African	22.9%	9.4%
Native American/ Native Alaskan	0.7%	0.6%
Native Hawaiian/ Pacific Islander	0.6%	1.4%
Asian	7.6%	8.6%
Middle Eastern	0.5%	*(districts do not provide data)*
Multi-Racial/ Ethnic	6.4%	9.0%
White (includes Slavic)	24.4%	48.8%
Not Given	2.2%	*(districts do not provide data)*

Primary Language: 49.0% of those served were from homes with English as the primary language (compared to 63.3% Levy wide), 29.9% primarily spoke Spanish, 20.9% primarily spoke another language, and 0.2% did not report the data.

Participants Residing in East Portland: 32.3% of all children in early childhood programming resided in East Portland as compared to 42% Levy-wide. Early childhood data includes a large mental health consultation program that provides a range of services for hundreds of children at multiple Head Start, preschool and childcare settings in Portland. If data are analyzed only from multi-year intensive programs (e.g. home visiting, preschool), 65.2% of participants served resided in East Portland.

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[14] Oregon Dept. of Education (ODE) enrollment data for 2018-19 in the following school districts: Portland, David Douglas, Parkrose (districts entirely in City of Portland boundaries), Reynolds and Centennial (portion of districts in City of Portland boundaries). ODE does not break out number of students that identified as African, Slavic, or Middle Eastern. PCL reports those categories; in PCL early childhood programs 8.5% of children identified as African, 0.6% as Pacific Islander, 3.0% Slavic.

Family Income: Among children for whom data were reported, 96.9% of children served were from families with annual incomes at or below 185% of the Federal Poverty Level. Income data was not reported on 70.4% of participants in early childhood programs[15].

Grantee Performance Metrics[16]
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:
2018-19 Performance compared to Average Performance in 2014-18 (4 years)

Metric	Early Childhood 2014-18 Average (4 years)	Early Childhood FY18-19 (1 year)
Early Exit (% of participants)	6.0%	4.0%
Participation Goal Met (% of participants)	82.9%	85.0%
Outcome Goals Met (% of outcomes goals)	83.3%	86.5%
Staff Turn Over (% of staff)	19.2%	15.9%

Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants who met Participation Goals in PCL Early Childhood Programs, 2018-19

Race/Ethnicity Identity	Participants Enrolled in Early Childhood Programs	Participants that met Participation Goals Early Childhood Programs
Latinx/Hispanic	48.2%	45.6%
African-American	9.3%	10.1%
Native American/ Native Alaskan	1.0%	0.6%
Native Hawaiian/ Pacific Islander	0.4%	0.4%
Asian	11.3%	14.2%
Slavic	6.0%	6.6%
Middle Eastern	2.6%	2.1%
African	4.9%	5.2%
Multi-Racial/ Ethnic	6.1%	5.9%
White	9.5%	9.0%
Not Given	0.5%	0.4%

Early Childhood Program Outcomes[17]
PCL grantees collect outcome data on children and parents that met participation goals (i.e. completed enough service to measure outcomes). The following outcome were achieved:
- 88.2% 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.[18]

- 90.0% of children were up-to-date with immunizations.[19]
- 96.1% of parents/caregivers demonstrated or improved positive parenting practices.[20]

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. PCL-funded early childhood programs reached more children than projected and 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 far 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 (65.2%) than was served by all early childhood programs. There were small disparities 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 opportunities for children in these populations.

Near parity between who accessed services and those who met participation goals suggest that grantees sustained participation and engagement and engagement with children of color. Overall, there was near parity between the portion of participants of color enrolled (90% of the enrolled population) compared to the portion of participants of color that met participation goals (89.4%). The largest disparity is for Latinx participants (a 2.6-point difference between percentage that enrolled in services and percentage meeting participation goals), however 81% of Latinx participants served in the Early Childhood program area are in culturally specific services. This suggests not a disparity but raises questions about factors that may have influenced participation, including the national political climate.

Early Childhood grantees performed higher on performance metrics in FY18-19 compared to average performance in past years; however, the increase is minimal and explained by contextual factors. Early Childhood grantees performed higher on all 4 metrics—early exits, participation goals met, outcomes met and staff turnover—compared to their 4-year average performance between 2014-18. The slight increases mirror typical ups and downs during a multi-year period, and none of the increases are more than a few percentage points.

Children and families' outcome data suggest that programs support children's positive early development. PCL early childhood programs did well meeting child and family outcomes. Over 88% of children were on track with age-appropriate developmental milestones. The rate of children not on-track with milestones (11%) reflects the prevalence of disability and delay among children (13%). These data suggest that programs reached children early, identifying delays by screening and monitoring 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 (90.0%) exceeds the county and state-wide immunization rates for 2-year-olds (66% and 69% respectively).[21] Parenting outcome data suggests programs strengthened families' foundation for promoting and nurturing children's positive early development.

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[19] 9 programs tracked children's immunizations; 367/408 children were up-to-date on immunizations.

[20] 11 programs tracked various parenting outcomes related to positive parenting practices; 344/358 parents/caregivers demonstrated or improved positive parenting practices.

[21] 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 2018-19-18 PCL funded 15 child abuse prevention and intervention program grants with the goal of preventing child abuse and neglect and supporting families. Programs employing the following strategies were funded to meet this goal:

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

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, 23.5% of 2018-19 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 or in 2018-19 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 2,308 children and parents/caregivers, exceeding projections for numbers served by 9.0%.

Demographics of Children Served
Service Access Equity: *Race/Ethnicity of Children Served in PCL CAPI Programs, 2018-19*

Race/Ethnicity Identity	Children Served in Child Abuse Prevention & Intervention Programs	Children in Foster Care in Multnomah County[22]
Latinx/Hispanic	18.4%	18.8%
African-American/ African	22.3%	13.8%
Native American/ Native Alaskan	1.7%	3.1%
Asian/ Pacific Islander	3.1%	2.2%
Middle Eastern	1.2%	(data not reported by DHS)
Multi-Racial/ Ethnic	17.7%	14.1%
White (includes Slavic)	30.5%	42.0%
Not Given	5.1%	6.2%

Primary Language: 81.2% of those served were from homes with English as the primary language (compared to 63.3% Levy-wide), 13.1% spoke primarily Spanish, 4.9% spoke another language, and 0.8% did not provide this data.

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[22] 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, 2018 and June 30, 2019. DHS collects ethnicity data (whether a child identifies as Latinx/Hispanic or not) and race data for all children. The percentage of Latinx/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 Latinx/Hispanic. The race data for Latinx/Hispanic children is not reflected in this table (e.g. a child identifying as Latinx and White is counted as Latinx, 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 Latinx/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 0.7% of children identified as African, 0.7% as Pacific Islander, and 0.4% Slavic. DHS counts children as multi-racial if their ethnicity is not Latinx/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.

Participants Residing in East Portland: 36.5% of children in child abuse prevention and intervention programming resided in East Portland as compared to 42.0% Levy-wide.

Family Income: Among children for whom data were reported, 94% of children served were from families with annual incomes at or below 185% of the Federal Poverty Level. Income data was not reported on 25.6% of participants in child abuse prevention and intervention programming.

Grantee Performance Metrics[23]

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:
2018-19 Performance compared to Average Performance in 2014-18 (4 years)

Metric	CAPI 2014-18 Average (4 years)	CAPI FY18-19 (1 year)
Early Exit (% of participants)	10.5%	13.4%
Participation Goal Met (% of participants)	80.5%	77.2%
Outcome Goals Met (% of outcomes goals)	86.6%	89.7%
Staff Turn Over (% of staff)	25.0%	20.7%

Service Participation: *Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants who met Participation Goals in PCL Child Abuse Prevention and Intervention Programs, 2018-19*

Race/Ethnicity Identity	Participants Enrolled in Child Abuse Prevention & Intervention Programs[24]	Participants that met Participations Goals in Child Abuse Prevention & Intervention Programs
Latinx/Hispanic	21.9%	23.2%
African-American	25.7%	28.0%
Native American/ Native Alaskan	2.5%	1.9%
Native Hawaiian/ Pacific Islander	0.3%	0.0%
Asian	3.0%	3.3%
Slavic	0.1%	0.2%
Middle Eastern	1.4%	1.4%
African	1.7%	2.2%
Multi-Racial/ Ethnic	10.5%	11.3%
White	31.3%	27.8%
Not Given	1.6%	0.7%

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[23] See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

[24] 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 <u>children</u> served and does not include caregivers who, in some cases, are the primary service recipient.

Child Abuse Prevention and Intervention Program Outcomes[25]
PCL grantees collect outcome data on parents and/or children participating in services long enough to meet participation goals. For participants that completed enough service to measure outcomes, the following outcomes were achieved:

- 93.4% of parents/caregivers met parenting outcomes.[26]
- 96.9% of children met therapeutic intervention outcomes.[27]
- 82.2% 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.[28]

Implications

Demographic data of children served in PCL-funded child abuse prevention and intervention programs suggest that programs reached children from PCL priority populations. 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 more than the proportion of African-Americans in foster care while the proportion of Native American children is less than the proportion 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.[29] Native American children and families are included as a priority population in the 2019/20 Request for Investment.

Participation data suggest that grantees successfully engaged participants of color. There was near parity between the portion of participants of color enrolled (67.1% of the enrolled population) compared to the portion of participants of color that met the participation goals (71.5%). The largest disparity between percentage enrolled and percentage meeting participation goals was 3.5% for White participants.

Child abuse prevention and intervention grantees made performance improvements on 2 of 4 metrics in 2018-19 as compared to the 4-year average performance between 2014-18. The percentage of outcome goals met increased slightly in 2018-19 compared to the average of the previous 4 years. Many factors impact the rate of outcome goals met and the small number of outcomes measured results in more variable rates. Staff turnover declined from an average of 25.0% between 2014-18 to 20.7% in

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[25] 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 participation goals and were assessed for outcomes.

[26] 13 programs tracked various parenting outcomes related to positive parenting practices; 413/442 parents met the outcome.

[27] 2 programs tracked outcomes related to therapeutic intervention (improvement in cognitive coping skills OR improvement in symptoms of PTSD, anxiety, depression, and behavioral symptoms); 31/32 children met the outcome.

[28] 5 programs report on developmental milestones; 180/219 met developmental milestones.

[29] African-American students compose 9.4% of the student population in Portland Public Schools; Native American students compose 0.6% of the student population.

2018-19. Despite some fluctuation, the staff turnover has been on the decline in this program area the past few years. While we are unable to determine causation or correlation, the data suggests programs have experienced greater staffing stability while they have had access to training and consultation support.

Grantees did not make improvements on two of the metrics, early exits and meeting participation goals, in 2018-19 as compared to the 4-year average performance between 2014-18. The increase in the early exit percentage is primarily due to higher than typical early exit rates of two programs. There is no single reason for the small decline (3.3%) in participants who met participation goals.

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. 93% of parents achieved positive parenting outcomes and 97% of children met therapeutic outcome goals. 82% of children were on track with age appropriate developmental milestones. The rate of children not on-track with age appropriate developmental milestones (18%) is higher than the rate of prevalence of disability and delay in the national child population (13.8%). 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

In 2018-19, 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, 30.2% of resources allocated in 2018-19 were invested in culturally specific programming.

Service Goals
Foster care programs served a total of 466 children, youth and teen parents, exceeding projections for numbers served by 3.1%.

Demographics of Children and Youth Served
Service Access Equity: *Race/Ethnicity of Children Served in PCL Foster Care Programs, 2018-19*

Race/Ethnicity Identity	Children and Youth Served in Foster Care Programs	Children and Youth in Foster Care in Multnomah County[30]
Latinx/Hispanic	9.1%	18.8%
African-American/ African	18.4%	13.8%
Native American/ Native Alaskan	12.8%	3.1%
Asian/ Pacific Islander	1.7%	2.2%
Middle Eastern	0.6%	(data not reported by DHS)
Multi-Racial/ Ethnic	24.0%	14.1%
White (includes Slavic)	30.0%	42.0%
Not Given	3.5%	6.2%

Primary Language: 71.9% of youth served in foster care programs were from homes with English as the primary language (compared with 63.3% Levy-wide), 3.7% spoke primarily Spanish, 1.9% spoke another language, and 22.5% did not provide this data.

Family Income: Among children for whom data were reported, 99.1% of children served were from families with annual incomes at or below 185% of the Federal Poverty Level. Income data was not reported on 53.1% of the participants in foster care programs.

Grantee Performance Metrics[31]
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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[30] 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 1.0% of children identified as African, 0% as Pacific Islander, 0.8% Slavic. See footnote 21 for further details regarding the methodology used by DHS to categorize race and ethnicity.
[31] 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:
2018-19 Performance compared to Average Performance in 2014-18 (4 years)

Metric	Foster Care 2014-18 Average (4 years)	Foster Care FY18-19 (1 year)
Early Exit (% of participants)	4.7%	3.8%
Participation Goal Met (% of participants)	83.8%	88.9%
Outcome Goals Met (% of outcomes goals)	82.1%	95.7%
Staff Turn Over (% of staff)	18.5%	18.3%

Service Participation: *Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants who met Participation Goals in PCL Foster Care Programs, 2018-19*

Race/Ethnicity Identity	Participants Enrolled Foster Care Programs[32]	Participants that met Participations Goals in Foster Care Programs
Latinx/Hispanic	8.2%	8.8%
African-American	16.3%	20.1%
Native American/ Native Alaskan	13.7%	15.7%
Native Hawaiian/ Pacific Islander	0.0%	0.0%
Asian	1.9%	2.2%
Slavic	0.9%	0.0%
Middle Eastern	0.6%	0.0%
African	1.1%	0.4%
Multi-Racial/ Ethnic	23.4%	25.2%
White	30.3%	25.2%
Not Given	3.6%	2.6%

Foster Care Program Outcomes[33]
PCL grantees collect outcome data on children, youth, and parents participating in services long enough to meet participation goals. For participants that completed enough service to measure outcomes, the following outcome results occurred:

- 94.9% of children and youth met academic outcomes.[34]
- 82.9% of youth increased life skills (transition to adulthood outcome).[35]
- 88.4% of children and youth met permanency outcomes.[36]

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[32] 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 <u>children</u> served and does not include caregivers who, in some cases, are the primary service recipient.
[33] 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 participation goals and were assessed for outcomes.
[34] 4 programs reported academic outcomes (school engagement; school attendance, college enrollment, and improvement in academic success); 111/117 children and youth met the outcome.
[35] 2 programs reported on a transition to adulthood outcome (increase in life skills and improved sense of cultural knowledge); 58/70 youth met the outcome.
[36] 3 programs reported on permanency outcomes (reunification/adoption and increase in appropriate parenting practices); 38/43 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.[37] 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 Latinx/Hispanic is significantly lower than the percentage of Latinx/Hispanic children in foster care.

While there appears to be a disparity in access for Latinx/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 Latinx/Hispanic children and a lower count of multi-racial children because DHS counts any child identifying as Latinx/Hispanic as only that race/ethnicity. In contrast, PCL programs count children that identify as Latinx/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 (24.0%) than the percentage of multi-racial children reported by DHS (14.1%), it's likely that some portion of the children categorized by PCL as Multi-Racial/Ethnic would have been categorized by DHS as Latinx/Hispanic. The inclusive identity data reported by PCL foster care programs shows that the number of Latinxs served in foster care programs more than doubles if multiracial children identifying as Latinx 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 participation goals, African Americans composed a higher portion (20.1%) compared to the portion of African American participants enrolled (16.3%). For Native Americans, the portion of participants meeting participation goals (15.7%) was higher than the portion of Native American participants enrolled (13.7%). This data indicates grantees focused on sustaining participation for these two populations that are overrepresented in the foster care system. The largest disparity between percentage enrolled and percentage receiving meeting participation goals was 5.1% for White children.

Foster care program grantees made performance improvements on all 4 metrics in 2018-19 as compared to the 4-year average performance between 2014-18. Foster care programs performed better on all metrics in 2018-19 — early exits, participation goals, outcomes and staff turnover—compared to their average performance over the previous 4 years. The early exit rates were highest in 2014-15 (7.2%) and have been consistent in other years (3.2%-4.7%). The percentage of participants who met participation goals of service was lowest in 2014-15 (78%) and has been relatively stable since that time (82.9% - 88.9%). Foster care grantees met 22 of their 23 (95.7%) outcome goals set for 2018-19, the highest percentage of outcome goals achieved over the 5-year period. Many factors impact the

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[37] African-American students compose 9.4% of the student population in Portland Public Schools; Native American students compose 0.6% of the student population.

rate of outcome goals met and the small number of outcomes measured results in more variable rates. Staff turnover in 2018-19 (18.3%) was slightly better than the 4-year average staff turnover (18.5%) between 2014-18. Despite some fluctuation, staff turnover has been on the decline in this program area the past few years. While we are unable to determine causation or correlation, the data suggests programs have experienced greater staffing stability while they have had access to training and consultation support.

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. The majority of participants demonstrated positive outcomes related to academics, the transition to adulthood and permanency.

4.   After-School

In 2018-19 PCL funded 23 after-school programs, including 7 that were funded beginning in September 2017, after a focused competitive application process. 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 2018-19, 47.0% of after-school resources were invested in culturally specific after-school programming.

Service Goals

After-school programs served a total of 5,597 youth, exceeding projected numbers served by 19.4%.[38]

Demographics of Youth Served

Service Access Equity: *Race/Ethnicity of Youth Served in PCL After-School Programs, 2018-19*[39]

Race/Ethnicity Identity	Youth Served in After-School Programs	Students Enrolled in Portland Schools
Latinx/Hispanic	21.3%	22.3%
African-American/African	19.1%	9.4%
Native American/Native Alaskan	1.8%	0.6%
Native Hawaiian/Pacific Islander	1.8%	1.4%
Asian	9.3%	8.6%
Middle Eastern	0.7%	*(districts do not provide data)*
Multi-Racial/Ethnic	14.4%	9.0%
White (includes Slavic)	24.3%	48.8%
Not Given	7.4%	*(districts do not provide data)*

Primary Language: 57.8% of youth came from homes with English as the primary language (compared with 63.3% Levy wide), 17.6% spoke primarily Spanish, 15.7% spoke another language, and 8.8% did not provide this data.

Participants Residing in East Portland: 46.9% of participants in after-school programming resided or went to school in East Portland as compared to 42% Levy-wide.

Family Income: 80.9% 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

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[38] 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.

[39] Oregon Department of Education (ODE) enrollment data for 2018-19 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 3.9% of children identified as African, 1.5% as Slavic.

free or reduced-price lunch program), or attended a school participating in the Community Eligibility Program. Income data was not reported on 39% of participants in after-school programs.[40]

Grantee Performance Metrics[41]
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:
2018-19 Performance compared to Average Performance in 2014-18 (4 years)

Metric	After-School 2014-18 Average (4 years)	After-School FY 2018-19 (1 year)
Early Exit (% of participants)	7.7%	5.8%
Participation Goals Met (% of participants)	80.1%	77.9%
Outcome Goals Met (% of outcomes goals)	72.5%	68.9%
Turn Over (% of staff)	23.2%	17.2%

Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants who met Participation Goals in PCL After-School Programs, 2018-19

Race/Ethnicity Identity	Participants Enrolled in After-School Programs[42]	Participants that met Participations Goals in After School Programs
Latinx/Hispanic	21.4%	20.1%
African-American	15.3%	14.7%
Native American/Native Alaskan	1.8%	1.6%
Native Hawaiian/Pacific Islander	1.8%	1.6%
Asian	9.4%	10.1%
Slavic	1.5%	1.2%
Middle Eastern	0.7%	0.6%
African	3.9%	3.9%
Multi-Racial/Ethnic	14.3%	13.8%
White	22.7%	23.3%
Not Given	7.4%	9.0%

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[40] Total youth on which MESD did not report FRL data over total youth served in after-school programs (2013/5166).

[41] See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

[42] Participants analyzed for this data point exclude children who participated in after-school programming offered at a shelter for homeless families where there are no participation goals 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[43]
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, 86.6% of the youth who met participation goals and the youth development outcome.[44]

Academic Data on After-School Program Participants
PCL staff receives data on a variety of academic variables from the school districts for the PCL program participants that meet participation goals for the program. This data provides a descriptive snap shot of the population served and their academic status in an annual period. [45]
- 84.8% of participants attended at least 90% of school days;
- 91.3 % had no suspensions or expulsions during the school year;
- 27.2% of participants tested met academic benchmarks in math;
- 40.5% of participants tested met academic benchmarks in English language arts;
- 81.1% of the high school freshman, sophomore and junior participants were on track for graduation in credit attainment (6, 12, and 18 credits earned respectively);
- 76.9% 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 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 nearly 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 enrolled in Portland schools which suggests that these populations are successfully accessing after-school programming.[46]

A similar percentage of children of color accessed services and met program participation goals, indicating grantees successfully engaged and sustained participation of children of color in services.
70.1% of youth who enrolled in after-school programs were of color; 67.6% of those participants that met participation goals were of color. The largest negative disparity between percentage enrolled and percentage meeting participation goals was 1.3% for Latinx youth.

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[43] 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 participation goals and were assessed for outcomes.
[44] 15 of 22 programs tracked and reported on at least one youth development outcome in 2018-19; 1923/2215 youth met the youth development outcome tracked. Outcomes tracked include the following: 4 programs tracked self-confidence/self-esteem; 4 programs tracked positive social behaviors; 2 programs tracked positive attitude toward school; 3 programs tracked engagement and 2 programs tracked skill acquisition.   Seven programs do not track youth development outcomes, and one program (Human Solutions program for youth residing in homeless shelter) does not track outcomes.
[45] 2849/3359 students attended 90% of school days. 3068/3359 had no suspensions or expulsions during the school year. 425/1560 met benchmarks in math and 661/1634 met benchmarks in English language arts.   243/300 students in grades 9 – 11 obtained grade level credits, and 20/26 classified as "seniors" graduated.
[46] The percentage of Latinx students served in PCL programs is slightly less than the percentage of Latinx students attending Portland schools. This is likely due to the way ODE reports race/ethnicity for Latinx youth. The ODE counts of Latinx students includes all students who identify as Latinx wholly AND partly. In contrast, youth who identify as partly Latinx in PCL programs, and partly other races/ethnicities are counted as multi-racial/ethnic; only those who identify as solely Latinx are counted in the Latinx category for PCL programs.

Data on performance metrics shows after-school program grantees improved performance on 2 of 4 metrics (early exit and staff turnover) in 2018-19 as compared to average performance over past 4 years. Early exits dropped to their lowest point in 5 years which is positive both for participants and service providers. Staff turnover declined substantially in 2018-19 from average of 23.2% in past 4 years to 17.2% in 2018-19. While this is good news, turnover tends to be somewhat cyclical with staff moving to advance their careers or from part to full time work. Grantees continue to report some difficulty in hiring part-time staff in the current economy.

In contrast, a lower percentage of participants met participation outcome goals in 2018-19 as compared to the previous 4-year average. There is no single reason for these small declines (2% for participation goals and 3.6% for outcomes met). Some programs that serve a large number of youth, and typically had high rates of participation, saw some decline in the percentage of youth meeting participation goals in 2018-19 (NAYA, INSPIRE, Open Meadow, SEI). While the individual declines are not necessarily concerning, the relatively larger number of youth served by these programs influences the average rate. The rate of outcome goals met is influenced by multiple factors and the small number of outcomes measured in most grants leads to more variable rates. In addition, some grantees missed some outcome goals by a small margin and this metric does not account for those gradations.

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 86.6% of youth meeting these outcomes. Data on academic variables show good results for behavior, credit attainment and high school graduation that are consistent with results in the previous two years. In addition, the graduation rate (76.9%) is higher than the overall graduation rate for Portland schools for 2018-19 (75.3%), and the graduation rates for economically disadvantaged and underserved races/ethnicities in Portland schools (69.3% and 66.9% respectively).[47] Attendance results remained below 90% of youth attending at least 90% of school days this year (84.8%), but above rates for all students (78.5%) and economically disadvantaged students (71.7%) in Portland schools in 2018-19.[48]

Results for after-school program participants on the Smarter Balanced standardized tests are similar to the previous two years, but still below the percentage meeting academic benchmarks in all Portland schools. In Portland schools, 38.2% met expectations in math, and 51.3% of students met expectations in English Language Arts as compared to 27.2% and 40.5% respectively for after-school program participants.[49] 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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[47] Oregon Department of Education data for 5 Portland school districts, 2018-19, https://www.oregon.gov/ode/reports-and-data/students/Pages/Cohort-Graduation-Rate.aspx .

[48] Oregon Department of Education data for 5 Portland school districts, 2018-19, https://www.oregon.gov/ode/reports-and-data/students/Pages/Attendance-and-Absenteeism.aspx

[49] Oregon Department of Education, Smarter Balanced Results, 2018-19 available at https://www.oregon.gov/ode/educator-resources/assessment/Pages/Assessment-Group-Reports.aspx

5.   Mentoring

In 2018-19 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, 35.3% of resources allocated in 2018-19 were invested in culturally specific mentoring services.

Service Goals and Demographics of Youth Served
Mentoring programs served a total of 965 youth, exceeding projections for numbers served by 6.7%.

Service Access Equity: *Race/Ethnicity of Youth Served in PCL Mentoring Programs, 2018-19*[50]

Race/Ethnicity Identity	Youth Served in Mentoring Programs	Students enrolled in Portland School Districts
Latinx/Hispanic	25.1%	22.3%
African-American/ African	28.6%	9.4%
Native American/Native Alaskan	2.2%	0.6%
Native Hawaiian/Pacific Islander	0.7%	1.4%
Asian	8.7%	8.6%
Middle Eastern	0.4%	*(districts do not provide data)*
Multi-Racial/Ethnic	11.1%	9.0%
White (includes Slavic)	18.4%	48.8%
Not Given	4.8%	*(districts do not provide data)*

Primary Language: 63.1% of those served were from homes with English as the primary language (compared to 63.3% Levy wide), 12.1% spoke primarily Spanish, 9.7% spoke another language, and 15.0% did not provide this data.

Participants Residing in East Portland: 54.8% of participants in mentoring programming resided or went to school in East Portland as compared to 42.0% Levy-wide.

Family Income: Among youth for whom data were reported, 93.6% 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 8.2% of youth in mentoring programs.

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[50] Oregon Department of Education (ODE) 2018-19 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 4.1% of children identified as African, 0.2% as Slavic.

Grantee Performance Metrics[51]

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:

2018-19 Performance compared to Average Performance in 2014-18 (4 years)

Metric	Mentoring 2015-2018 Average (4 year)	Mentoring 2018-19 (1 year)
Early Exit (% of participants)	6.0%	8.7%
Participation Goals Met (% of participants)	68.6%	67.5%
Outcome Goals Met (% of outcomes goals)	86.0%	78.6%
Staff Turn Over (% of staff)	20.8%	19.0%

Service Participation: Race/Ethnicity of Participants Enrolled in PCL Mentoring Programs compared to Race/Ethnicity of Participants who met participation goals in PCL Mentoring Programs, 2018-19

Race/Ethnicity Identity	Participants Enrolled in Mentoring Programs	Participants that met Participation Goals in Mentoring Programs
Latinx/Hispanic	25.1%	24.0%
African-American	24.5%	24.9%
Native American/Native Alaskan	2.2%	1.4%
Native Hawaiian/Pacific Islander	0.7%	0.4%
Asian	8.7%	10.5%
Slavic	0.2%	0.0%
Middle Eastern	0.4%	0.4%
African	4.1%	6.8%
Multi-Racial/Ethnic	11.1%	11.9%
White	18.2%	16.8%
Not Given	4.8%	3.1%

Mentoring Program Outcomes[52]

PCL grantees collect outcome data on youth that met participation goals. For participants that completed enough service to measure outcomes, the following outcome results occurred:

- 95.8% of youth demonstrated or increased positive engagement in school.[53]

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 met participation goals 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.[54]

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[51] See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

[52] 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 participation goals and were assessed for outcomes.

[53] 4 of 6 programs tracked school engagement; 458/478 youth demonstrated or increased positive engagement in school.

[54] 326/511 students attended 90% of school days. 423/511 had no suspensions or expulsions during the school year. 36/223 met benchmarks in math and 82/277 met benchmarks in reading. 95/132 students in grades 9 – 11 obtained grade level credits, and 40/50 classified as "seniors" graduated.

- 63.8% of participants attended at least 90% of school days.
- 82.8% had no suspensions or expulsions during the school year.
- 16.4% of participants tested met academic benchmarks in math.
- 29.6% of participants tested met academic benchmarks in reading.
- 72.0% of the high school freshman, sophomore and junior participants were on track for graduation in credit attainment (6, 12, and 18 credits earned respectively).
- 76.9% of participants classified as "seniors" graduated high school.

<u>Implications</u>

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 met participation goals suggests that grantees are doing well with participation and engagement strategies. Among youth meeting participation goals, children of color composed a higher portion (80.1%) than they comprised of all youth enrolled in services (77.0%). Proportionally fewer white children met participation goals (16.8%) compared to their enrollment (18.2% of youth enrolled). The largest disparity is for white youth (1.4-point difference between percentages of those enrolled in services and those that met participation goals).

Mentoring grantees performed similarly on 3 metrics as compared to average performance in past years. Mentoring programs performed similarly on 3 metrics in FY18-19 as compared to the past 4 years of this levy period— early exits, program participation, and staff turnover. During 18-19, however, the percentage of outcome goals met was down compared to average performance the past 4 years. Collectively, mentoring grantees tracked 28 outcome goals, and missed 6 of them. The grantees serve mainly high school students where outcomes focused on school attendance, high school credit attainment, and high school graduation vary from year to year and sometimes grantees miss the goals they set by a few percentage points (e.g. 87% of students meeting credit attainment goals instead of 90%). In those cases, the outcomes were considered "not met" by the program and affected the average percent of goals met in the program area.

Youth outcome data suggest that programs helped students stay engaged in school, despite their challenges with academic achievement. Mentoring programs reached populations who face significant systemic barriers to academic achievement. Data collected by 4 out of 6 mentoring grantees suggest a high portion of youth were positively engaged in school, despite those barriers.

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 18-19 show that across all students in Portland area schools who are considered

"economically disadvantaged," 71.7% attended 90% or more of school days.[55] For high school students specifically in Portland schools, 60.2% 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 increased in 2018-19 for youth in PCL mentoring programs over the past few years where typically around 90% of participants had no suspensions or expulsions during the school year. Reasons for this change are unclear.

The graduation rate for mentoring participants in 18-19 (76.9%) was higher than the rate for all students in Portland schools (75.3%), higher than the rate for economically disadvantaged students and underserved races/ethnicities in Portland schools (69.3% and 66.9% respectively).[56] Among mentoring participants in high school, 72% were on track with grade level credits needed to graduate.

While school engagement, behavior, credit attainment, and graduation have generally been positive, performance on state standardized texts remains low: 16.4% of mentoring participants reached proficiency in math and 29.6% 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 area schools in 18-19, 38.2% of students met expectations in math, and 51.3% of students met expectations in English Language Arts.[57] 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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[55] Oregon Department of Education. Regular Attenders Report for 2018-19. https://www.oregon.gov/ode/reports-and-data/students/Pages/Attendance-and-Absenteeism.aspx
[56] Oregon Department of Education, Cohort Graduation Rate Report for 2018-19. https://www.oregon.gov/ode/reports-and-data/students/Pages/Cohort-Graduation-Rate.aspx.
[57] Oregon Department of Education, Smarter Balanced Results, 2018-19 available at https://www.oregon.gov/ode/educator-resources/assessment/Pages/Assessment-Group-Reports.aspx

6.   Hunger Relief

In 2018-19 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 11,744 unduplicated children with emergency food. Most of the children receiving emergency food (6,516) were served at school food pantries through PCL's grant to the Oregon Food Bank (OFB). Collectively, hunger relief program grantees exceeded service goals for children and caregivers served with emergency food by 5%.

Grantees served 5,228 unduplicated children with emergency food through means other than school food pantries such as home delivered meals, weekend backpack programs, community gardens, and fresh food donations distributed at schools that do not have a regular food pantry supported by OFB. Collectively, grantees exceeded goals for number of children and caregivers served by 6%. Grantees met most service goals for pounds of food distributed as well.

In addition to emergency food provision, Metropolitan Family Service (MFS) and the Immigrant and Refugee Community Organization (IRCO) provided nutrition education and cooking classes to 546 youth. Both grantees exceeded annual goals for unduplicated youth served in this program component and reported strong demand for these classes at all sites.[58] Janus Youth Programs implemented a new tracking system and is now able to report usage data on families enrolled in the Good Food Program at New Columbia's Village Market. In 2018-19, 456 families accessed discounted or free produce and other whole foods; over 1,000 households were enrolled in the market's Good Food Program.

The demographics of the population served by hunger relief programs are reported below. The percentage of participants not reporting race/ethnicity identification is high (28.5%); thus race/ethnicity data should be viewed with caution.[59]

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[58] IRCO served 256 and MFS served 290 youth.

[59] Janus does not gather demographic data on youth 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 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. In addition, Oregon Food Bank serves the largest number of youth in this program area and 12%of those served declined to provide this information.

Service Access Equity: *Race/Ethnicity of Children Served in PCL Hunger Relief Programs, 2018-19*[60]

Race/Ethnicity Identity	Children Served Hunger Relief Programs	Students Enrolled in Portland School Districts	Children Served in Other PCL Program Areas
Latinx/Hispanic	24.6%	22.3%	22.5%
African-American/African	6.9%	9.4%	19.6%
Native American/Native Alaskan	0.8%	0.6%	2.0%
Native Hawaiian/Pacific Islander	1.0%	1.4%	1.1%
Asian	12.5%	8.6%	6.7%
Middle Eastern	0.7%	*(districts do not provide data)*	0.7%
Multi-Racial/Ethnic	4.2%	9.0%	13.8%
White (includes Slavic)	20.8%	48.8%	25.7%
Not Given	28.5%	*(districts do not provide data)*	5.9%

Primary Language: 30.1% of youth served were from home with English as the primary language (as compared with 63.3% in all other Levy program areas), 19.5% spoke primarily Spanish, 2.7% spoke Vietnamese, 5.2% spoke Russian, 3.1% spoke Chinese, 9.0% spoke another language, and 31.2% did not provide this data.

Participants Residing in East Portland: 53.1% of children receiving hunger relief services resided or went to school in East Portland as compared to 42% for all other PCL programs.

Family Income: Most hunger relief programs either do not collect income information when resources are accessed, or clients choose not to provide that information. Income data was reported on 10% of children served and 100% of children served were from families earning 185% of FPL or less.

Grantee Performance Metrics[61]
When PCL was renewed by voters in 2013, the voters approved adding hunger relief as a program area 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. Programs funded to provide hunger relief services do not report data on early exits, participation goals and outcomes because these metrics are not appropriate for programming designed to provide food to children and their families 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 five-year average staff turnover was 12.6% 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 Latinx 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 proportionally less 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

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[60] 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.
[61] See Page 2 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

report race/ethnicity so results should be viewed with caution. Hunger relief 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 82nd Ave.[62]

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 2018-19. These efforts allowed many more children and families to access emergency food resources on a regular basis at a convenient location.

Majority of families using school pantries do so 6 or more times per year: The percentage of families using school pantries 6 or more times per year continued to increase in 2018-19 with 53% of families accessing pantries at this rate compared to 49% and 39% 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 home delivered meals: Meals on Wheels delivered 11.4% more meals to children and 13% more meals to caregivers as compared to last year showing continued growth. 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. The largest number of referrals resulting in program enrollment came from the Special Supplemental Nutrition Program for Women, Infants and Children (WIC), other program clients and self-referrals from prospective clients learning about the service through social media.

Strong demand for subsidized produce and whole foods at Village Market: The Good Food program includes free fruit for kids, discounts on produce and whole foods, and a customer loyalty program that provides access to free produce after earning points for other purchases. All of these elements help resident families stretch food budgets and ensure better access to fresh fruits and vegetables and other whole foods. A total of 491 people living in 456 households used the Good Food program. The Food Works summer farming program for youth was discontinued this year when other funding support was lost. This led to fewer pounds of produce grown than expected for the season. Adult community gardeners grew nearly 4,000 pounds of produce in the New Columbia community garden.

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[62] 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 $4.7 million (6/1/15-6/30/20) in the Community Childcare Initiative (CCI) to help working families with low-incomes access high quality, affordable childcare. PCL funded this initiative originally in 2006 for 5 years and ceased funding CCI when Levy revenues declined significantly in 2011-12. Previous professional, external evaluation indicated CCI increased stable, high-quality childcare for low-income families, and providers experienced more stable incomes that they invested in increasing the quality of their care.[63] 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 ERDC 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 (a Quality Rating and Improvement System).

Children Served during FY18-19:
CCI served 336 children and their families, exceeding its goal to serve 200 children during the year.
- 45% identify as children of color, 35% as white, and 20% had no data reported.
- 64% speak English and 14% speak Spanish, and 4% speak another language as a primary language in the home; data were not reported for 18% of children served.
- 31% were infants or toddlers, 41% were ages 3 -5, and 28% were ages 6 and older.
- 48% reside in East Portland, and 43% of participating providers are located in East Portland.

Median Income of Families, Median Cost of Care, Median CCI Contribution per Family in FY18-19:
- Median monthly income of families served was $2,254.
- Median monthly childcare costs per family served were $1,275.
- Median monthly state subsidy per family was $642.
- Median monthly CCI benefit per family was $435.

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

In addition, approximately 12% of PCL's investment in CCI during FY18-19 supplemented funding from the Oregon Early Learning Division and supported 5 culturally specific networks of 10-15 family childcare providers in a 2-year cohort. Networks focus on providers' quality of care serving children in their communities: Somali, African American, Latinx Spanish-speaking, 2 Slavic networks. Networks meet monthly, receive individual coaching and visits for professional development and technical assistance around state licensing and small business practices. PCL funds the Somali network entirely and launched it new to Portland in spring 2018. PCL became involved in childcare network funding to assure culturally specific childcare providers have support to meet childcare quality requirements such as licensure and goals in the state's Spark framework, plus become eligible to serve children in CCI subsidy program.

To read more about CCI's performance over the past 4 years, including results of family and providers surveys with CCI participants, see PCL's website for a full report: Progress Report, 2019: Community Childcare Initiative.[64]

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[63] http://www.portlandchildrenslevy.org/sites/default/files/wysiwyg/CCI%20Outcome%20Evaluation%20Report_FINAL_1.pdf
[64] http://www.portlandchildrenslevy.org/sites/default/files/CCI%20Progress%20Report%202019.11.05.19.pdf

Conclusion

This annual Levy-wide and program area data review 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
The Levy met both Levy-wide investment goals set in 2013. The percentage of children served in East Portland increased from 38.1% in 2009-14 to 44.4% in 2014-19. Funding for culturally specific services has increased from 31.4% of total investments between 2009-14 to 34.8% between 2014-19.

PCL also set a goal of investing a minimum of 30% of funding per program area in culturally specific services. 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), and in child abuse prevention/intervention where 27.1% of investments were in culturally specific services between 2014-19.

Gathering Data on Demographic Variables
Inclusive racial/ethnic identity for multi-racial/ethnic participants provides a more complete picture of who is being served. Data collected from grantees in 2018-19 shows the number of people served who identify as Native Americans nearly tripled, and Pacific Islanders doubled when those who identify partly as Native American or Pacific Islander are added to the count of those who identify solely as these races/ethnicities. These data are important to consider 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 Latinx 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 Latinx/Hispanic any child who identifies as this race/ethnicity in whole or in part. PCL data counts as Latinx/Hispanic any child who only identifies as Latinx/Hispanic. Those identifying as another race/ethnicity in addition to Latinx/Hispanic are counted in the multiracial category. PCL data from foster care programs shows that the number of Latinx children served in foster care programs almost triples if children identifying as Latinx in part are included.

As noted previously, the majority of children served in hunger relief receive food through the school pantry program, and most schools served are located in East Portland where African Americans are a smaller portion 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 82nd Ave. Service data disaggregated by race/ethnicity should be viewed with caution in this program area because this data was not provided for more than a quarter of the children served.

Some of these disparities, while small, may be more concerning for smaller populations. For example, the Pacific Islander population comprises a small portion of the school population in Portland (1.4%), 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 the Levy may need to fund different or additional programs that can successfully reach populations that are not accessing services in program areas, and grantees may need to develop additional strategies to better engage certain populations in services. In both after-school and foster care program areas, access disparities for the Latinx population may be explained in part by the fact that both ODE and DHS data on Latinx youth include those who identify as Latinx both in whole or in part, and the count of Latinx participants in Levy programs includes only those youth who identify solely as Latinx.

Program Area	Population with Access Disparity, 2018-19
After School	Latinx (1.0%)
Child Abuse	Native American/Native Alaskan (1.4%), Latinx (0.4%)
Early Childhood	Multi-racial/ethnic (2.6%), Asian (1.0%), Hawaiian/Pacific Islander (0.8%)
Foster Care	Latinx (9.7%), Asian/Pacific Islander (0.5%)
Mentoring	Native Hawaiian/Pacific Islander (0.7%)
Hunger Relief	Multi-racial/ethnic (4.8%), African American/African (2.5%), Hawaiian/Pacific Islander (0.4%)

Performance Metrics
The number of participants served in all program areas exceeded goals set.

Participation in Levy programs was excellent with early exits averaging 6.6% and an average of 77.9% of participants meeting participation goals. The early exit rate decreased in FY 2018-19 and the percentage of participants who met participation goals declined in 2018-19 compared to the average rates for 2014-18. All program areas had similar percentages of participants meeting participation goals (77.2% - 88.9%) in 2018-19 except mentoring where an average of 67.5% of participants met participation goals. There was some variation in average percentage of early exits with foster care the lowest (3.8%) and child abuse prevention and intervention the highest (13.4%). The child abuse prevention and intervention program area consistently has the highest early exit rate. Participation trends typically vary based on populations served and program models in the different program areas. Levy-wide data from the past 5 years consistently shows fewer than 10% of participants exiting early while over 75% met participation goals.

The average percentage of outcome goals achieved by programs increased to 82.2% in FY 2018-19 compared to 81.2% in the previous 4 years (2014-2018). Early childhood, child abuse prevention and intervention and foster care program areas achieved a higher average percentage of outcome goals (86.5%-95.7%) compared to the after school and mentoring program areas (68.9% -78.6%). Over the past 5 years, grantees have met between 80-85% of outcome goals tracked, indicating that participants in Levy-funded programs mostly achieved program outcomes. This is likely explained by a variety of factors including fluctuation in the number of funded programs each year, the number of outcomes measured for each grant, variables related to data collection by grantees, and number of years a program has operated.

In 2018-19, the staff turnover rate was 16.9%, a decrease as compared to the average turnover rate between 2014-2018 (21.1%). Staff turnover rates in Levy-funded programs reflects national trends in the youth program sector. The average percentage of staff turnover ranged from 15.9% in early childhood

to 20.7% in child abuse prevention and intervention. A promising trend over the past few years shows that despite fluctuations, staff turnover in Child Abuse Prevention & Intervention (CAPI) and Foster Care (FC) program areas has declined. PCL data suggests programs have experienced greater staffing stability while they have had access to training and consultation.

Comparing Program Enrollment and Participation by Population Group
In 2018-19, across all Levy programs, there was near parity in the portion of participants of color who met participation goals (72.1%) and the portion of participants of color who enrolled in services (72.5%) indicating that programs successfully engaged people of color in services. This data is similar to data from the previous 4 years (2014-2018).

That said, there were small disparities for Latinx (1.0%), Native American (.4%), White (.4%), African American (.2%), Native Hawaiian/Pacific Island (.1%), Slavic (.1%), and Middle Eastern (.1%) populations across all Levy programs. For most racial/ethnic groups, there is no apparent trend in disparities over the last five years. From 2014-2017, there were small disparities for African Americans (.2% to .6%), no disparity in 2017-18 and .2% disparity in 2018-19. For whites, over the 5-year period 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 priority 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 eliminate racial/ethnic disparities in educational outcomes.