



Goals, Strategies, and Performance Measures

INTRODUCTION

This document describes the goals, funding strategies, and performance measures used by the Portland Children's Levy (PCL) to gauge performance of funded programs including advancement of racial equity. PCL uses these measures with grants of at least \$65,000 per year and will develop performance measures for its small grants awarded at the end of 2020 (\$60,000 per year, or less). In 2021 performance measures to assess PCL's racial equity work, community engagement practices, and its administrative performance will also be developed.

Background

PCL is a City of Portland initiative that generates \$23 million annually through a property tax. Portland voters created the Levy in 2002 and overwhelmingly renewed it for the third time in Spring 2018. The current Levy runs July 2019 through June 2024.

In compliance with the Levy's [authorizing legislation](#), 95 cents of every dollar go directly to proven children's programs throughout the city and at least 90% of available funds must be allocated through competitive processes. PCL must fund services in the following 6 program areas: early childhood, child abuse prevention & intervention, foster care, after school, mentoring, and hunger relief. PCL may allocate up to 10% of available funding in non-competitive processes for three purposes: special initiatives that address multiple program areas, program quality supports such as training/technical assistance for grantees, and support for improving systems that affect children and the organizations that serve them.

PCL's 5-member Allocation Committee makes funding decisions in public meetings. Committee members include one City of Portland Commissioner, one Multnomah County Commissioner, one representative of the business community and two citizens with expertise in children's issues. The Allocation Committee oversees performance of PCL and its grantee investments.

PCL Investments 2020-2023

In 2019-20, following a 9-month community engagement process, PCL conducted a competitive grant process for 3-year grants resulting in [85 grant awards](#) (July 1, 2020-June 30, 2023) totaling \$68.5 million.

In 2019, PCL renewed funding (\$5.1 million, July 1, 2020-June 30, 2023) for the Community Childcare Initiative (CCI), a special initiative created through a non-competitive process. CCI supports childcare subsidies for working parents and culturally specific childcare provider networks, addressing the cost and quality of childcare across the age spectrum (early childhood and after school). Quality, affordable childcare was identified as a need in the most recent community engagement process and throughout the life of the Levy.

In 2020, PCL launched a new small grants fund to improve equitable access to PCL funds by smaller organizations serving youth who identify as Black, indigenous and of color, immigrant and refugee, LGBTQ2SIA+, and youth with disabilities. The competitive grant process for 3-year grants resulted in [8 grant awards](#) (January 1, 2021-December 31, 2023) totaling \$1 million.

GOALS AND STRATEGIES

As part of the City of Portland, PCL incorporates the City's racial equity goals and definitions into this framework. PCL also adopted overall goals for the Levy's work, and program area goals and strategies.

City of Portland Racial Equity Goals

The City of Portland has adopted 3 goals focused on advancing racial equity:

1. We will end racial disparities within city government, so there is fairness in hiring and promotions, greater opportunities in contracting, and equitable services to all residents.
2. We will strengthen outreach, public engagement, and access to City services for communities of color and immigrant and refugee communities, and support or change existing services using racial equity best practices.
3. We will collaborate with communities and institutions to eliminate racial inequity in all areas of government, including education, criminal justice, environmental justice, health, housing, transportation, and economic success.

The City defines Equity, Racial Equity, and Diversity as follows:

- Equity is achieved when one's identity cannot predict the outcome. Racial Equity is when race does not determine or predict the distribution of resources, opportunities, and burdens for group members in society.
- Diversity includes all the ways in which people are different, and it encompasses all the different characteristics that make one individual or group different from one another.

PCL Goals

In 2013, after discussion and public input, the PCL Allocation Committee adopted overall goals for the Levy and goals for each of the program areas specified in the ballot measure renewing the Levy in 2018.

PCL's overall goals are:

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

Program area goals are shown in Table 1 on pages 5- 6.

Development of Program Area Strategies

In 2018-19, PCL worked with Empress Rules Equity Consulting to design and conduct the community engagement process to inform the 2019-20 funding round. Consultants focused on engaging a diverse range of community members. They asked questions to elicit input on how services are delivered, what qualities and features the services should have, and preferred types of service activities in each program area. Empress Rules engaged over 500 people, analyzed their input, and reported the results. The report recommendations focus on equity and inclusion and demonstrate a preference for services that:

- Are culturally relevant, responsive and focused, and trauma informed;
- Listen and respond to the voice and preferences of youth and families;
- Pay attention to accessibility and address barriers to access including hours of operation, location and transportation;
- Employ staff who are of and grounded in the cultural communities they serve.

PCL relied on the results included in the [Community Engagement report](#) in drafting program area strategies. In the foster care program area, PCL staff also met with Oregon Department of Human Services, District 2 staff (approximately 50 people) to assure that strategies are relevant for children in DHS custody. Staff also consulted [local data](#) focused on children's needs. Last, staff considered national, state and other local best practice and policy frameworks related to Levy program areas such as Center for Disease Control's framework for prevention child abuse and neglect, Oregon Early Learning Division's "Raise Up Oregon" policy framework, Oregon Youth Development Commission policy focus and All Hands Raised collective impact framework and indicators.

Program Area Goals, Strategies and Common Outcomes

The table in Figure 1 summarizes PCL's adopted goals, strategies and common program outcomes, by program area. "Common Outcomes" are outcomes tracked by multiple grantees in a program area. 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 here. Outcomes tracked generally fall into the following categories:

- Child development and health
- Parenting practices and family functioning
- Child stability and welfare
- Indicators of school success including attendance and academic achievement
- Social-emotional competencies and indicators of positive youth development

Table 1. PCL Program Area Goals, Strategies and Common Outcomes

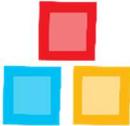
Program Area	Program Area Goals, Strategies and Common Outcomes
<p>Early Childhood</p> 	<p>Goal: Support children’s early development and readiness for kindergarten.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Provide affordable, high quality preschool programs with small adult: child ratios and focused on quality standards • Enhance parent/family support of child development and nurturing • Support families, childcare providers, and teachers with guiding child behavior <p>Common Outcomes</p> <ul style="list-style-type: none"> • Children meeting developmental milestones • Parents improving and/or demonstrating positive parenting practices
<p>Child Abuse Prevention & Intervention</p> 	<p>Goal: Prevent child abuse and neglect and support families to thrive.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Enhance parenting skills to promote healthy child development • Intervene to lessen harms and prevent future risk • Connect families to needed resources and supports for stabilization <p>Common Outcomes</p> <ul style="list-style-type: none"> • Parents increasing appropriate/positive parenting practices • Parents connecting with and/or utilizing community supports • Families increasing protective factors • Children meeting developmental milestones
<p>Foster Care</p> 	<p>Goal: Support the well-being and development of children & youth in foster care.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Enhance support and training for foster parents to promote healthy child development • Individualized support to promote child and youth well-being <p>Common Outcomes</p> <ul style="list-style-type: none"> • Children exit to permanency (e.g. adoption, reunification, guardianship) • Birth parents increase protective factors • Foster parents increase knowledge of caring for children in foster care

Table 1 (continued). PCL Program Area Goals, Strategies and Common Outcomes

Program Area	Program Area Goals, Strategies and Common Outcomes
<p>After School</p> 	<p>Goal: Provide safe, constructive after-school and summer programming that supports children’s well-being and school success.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Provide intensive academic support and tutoring • Support healthy relationship building, positive behavior and social emotional skill development • Provide engaging enrichment opportunities <p>Common Outcomes</p> <ul style="list-style-type: none"> • Youth attend 90% of school days • Youth do not receive behavior referrals for suspension/expulsion • Youth identify positively with their culture
<p>Mentoring</p> 	<p>Goal: Connect children & youth with caring adult role models that support their well-being.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Support youth’s academic success and positive development <p>Common Outcomes</p> <ul style="list-style-type: none"> • Youth demonstrating positive engagement in school • Youth attend 90% of school days • Youth do not receive behavior referrals for school suspension/expulsion
<p>Hunger Relief¹</p> 	<p>Goal: Expand access to healthy, nutritious food for children experiencing food insecurity and chronic hunger.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Provide food for pickup at a variety of community locations including schools • Provide mobile food banks or pantries and/or home delivery of food to children and families experiencing food insecurity • Provide training and education on nutrition, cooking, food budgeting, smart shopping, accessing local food resources, gardening for food production and community gardening resources to children and their caregivers <p>Common Outcomes/Outputs</p> <ul style="list-style-type: none"> • Number of children/caregivers served • Number of meals and/or pounds of food provided or grown • Participation in nutrition/gardening educational activities

¹ In the Hunger Relief program area PCL monitors service outputs to indicate the outcome of relieving hunger; the outcomes tracked in the other program areas focus knowledge, skills, attitudes, and behaviors.

PERFORMANCE MEASURES

PCL values racial equity, diversity and inclusion of children and families in Portland. PCL recognizes that organizations founded with the purpose of racial equity and social justice, with extensive experience and deep commitment to racial equity, are best positioned to help the City and PCL meet its goals. The 2019/20 grant application intentionally and specifically focused on organizational demographics, practices and results related to racial equity, diversity and inclusion. Performance measures include reporting on demographics of the organization's staff, board, and clients and population served by the PCL funded program specifically.

Each PCL grant agreement describes the program model to be implemented and the outcome(s) the program intends to achieve with the population it serves. The program models and their related outcomes align with the strategies and goals of PCL's program areas. PCL uses 6 performance measures to monitor performance by individual grantees and aggregates data on these measures to report collective performance by program area and for PCL as a whole.

On the next page Table 2 explains why the selected performance measures are used and lists data collected for each of the measures. Following the table is a brief explanation of how data are collected, analyzed and reported to gauge performance.

Table 2. Performance Measures

Performance Measure	Rationale	Data Collected/Reported
Demographics of Clients Served by Program	Monitoring the demographics of clients served in the PCL-funded program aligns with the City’s racial equity goal of ending racial disparities so residents have equitable access to services. To advance PCL’s goal of eliminating racial/ethnic disparities in children’s well-being and school success, PCL gauges how well it reaches youth most affected by disparities, particularly youth of color. Many grant agreements include focus populations; monitoring client demographics assures grantees reach intended populations.	Race/ethnicity, gender identity, age, primary language in the home, geographic residence by zip code, LGBTQ2SIA+, disability, immigrant/refugee and socioeconomic status.
Demographics of Clients Served by Organization; Direct Service Staff; Management Staff & Board	Community members made it clear in PCL’s Community Engagement process that they strongly prefer services delivered by staff who are of and grounded in the cultural communities they serve. Children and families access services that they trust when service providers reflect their own culture and language(s) spoken. Hiring, retaining, and promoting staff who reflect the community served advances equity, diversity and inclusion.	Gender identity, race/ethnicity, primary language in the home, LGBTQ2SIA+, disability, immigrant/refugee status of: <ul style="list-style-type: none"> • clients served by the organization • direct service staff (work directly with clients) • management staff (those that supervise direct service staff and all other executive management) • board of directors
Grant Service Goals	Grant agreements include goals for the number of children & families to serve and the amount of service activities to provide annually. Monitoring progress in meeting service goals assures that grantees fulfill their obligations to provide services to the community with PCL funding.	Number of clients served, number of service activities and level of service provided during the year, portion of contract service goal met at year end.
Client Participation in Services	Grant agreements include participation goals for children and/or families. Children/families that reach participation goals have been shown, either by research or program experience, to have the greatest likelihood of achieving outcomes.	Number and portion of children/families meeting participation goals.
Client/Program Outcomes	Grant agreements include client outcome goals that align with PCL’s strategies and goals. Many grantees measure and report multiple outcomes. PCL monitors how well clients meet each outcome and how well the program does in achieving its multiple outcomes.	Number and portion of clients that met each outcome, number and portion of total outcomes met by the program. See Table 1 for examples of outcomes measured in each program area.
Program Staff Turnover	Many programs supported by PCL focus on the relationship between staff and the child/family participants as a key driver of program outcomes. Staff turnover can negatively impact the child/family’s experience in the program. Additionally, turnover is costly as new staff must be recruited and trained. Experienced, well-trained, stable staffing is a feature of program effectiveness and of cost efficiency. Based on historical data, PCL has set a goal of staff turnover at no more than 20% at the program area and Levy-wide level.	Number and portion of PCL-funded staff positions that turned over during the reporting period, number of times each position turns over.

Methods for Measuring Progress: Approaches to Data Collection, Analysis, and Reporting

Annual Data Collection Methods

Grantees track client, program and organization-wide data throughout the year. Each July, they report these data to PCL using a report template that PCL provides. Grantees report aggregate program and organizational-level data, not individual client-level data/results. Grantees analyze their own data, reflect on what it suggests about their program's performance for the year, and discuss future programmatic and organizational improvements/changes.

The performance data requested by and reported to PCL for FY 2019-20 and FY 2020-21 will be impacted by changes and disruptions to services during the state of emergency due to COVID-19. PCL has agreed to service modifications during the pandemic, as outlined in grant agreements. PCL will modify reporting requirements to include asking grantees about service level adaptations and the impact on meeting service, participation, and outcome goals.

The City of Portland is currently adopting a grants management system, Webgrants. PCL plans to implement the system in FY 2021-22. It includes grant application and reporting modules.

Analysis and Reporting

Data reported in grantee annual reports are used by PCL in three ways:

Individual Grantee Contract Monitoring. At the individual grant level, PCL staff analyze grantee report data to gauge program performance compared to contract goals and obligations, including how well the program reached intended service populations.

Performance of Grantees in a Program Area. PCL staff aggregate data on the performance measures in each program area in order to understand how the group of grantees performed, and how well programs collectively reached intended service populations.

Performance of the Levy. PCL staff also aggregate data on the performance measures for the entire Levy. Aggregate results are compared to Levy goals, including whether Levy programs altogether reached intended populations, and to what degree funded organizations' staff and board reflect clients served by the organization. Each year, PCL staff issue a *Performance Report* to the PCL Allocation Committee typically in January following the close of the fiscal year. The reports are available on the PCL website². In addition, data culled from those reports are used in PCL's Community Report and copies of those reports are also available on PCL's website³.

² PCL annual data reports and presentations: <http://portlandchildrenslevy.org/governance/evaluation/progress>

³ PCL Community Reports by year: <http://portlandchildrenslevy.org/governance/evaluation>