

Investing in our future portland children's levy

Annual Report: Investment Expectations, Results and Implications 2014 - 2015

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Introduction

This report reviews the performance of investments made by the Portland Children's Levy (PCL) in 2014-15. 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, <u>PCL Goals Strategies Accountability 2014 – 2019</u>.

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

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

The goals and strategies were informed by the public input gathered in 2013 prior to the funding round and local data on children and families in the City of Portland.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 populations and geographies that are historically underserved and face significant systemic barriers, placing them at highest risk for poor outcomes;
- **Program Participation:** Maximizing participation in, and minimizing early exits from program activities;
- **Outcomes:** Meeting all or the majority of outcomes goals;
- **Staff Turnover:** Keeping staff turnover as low as possible.

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

To provide additional context, performance on these metrics in 2014-15 is compared to average performance on the same metrics by grantees over the 5-year period of the previous Levy (2009-2014), and, in some cases, to performance in the previous fiscal year (2013-14).

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



Data Collected on Hunger Relief Investments

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

Data on hunger relief programs are, for the most part, excluded from the Levy-wide data discussed in Section I of the report for several reasons. Data gathered from the two hunger relief programs funded in 2014-15 are dissimilar to data gathered in other programs areas in part because hunger relief services are **not** relationship-based, often are short term, and often serve large numbers of individuals which skews the data reported on many of the variables discussed below. If data on hunger relief programs are included in the metrics discussed below, it is specifically noted in the applicable section. For data on the performance of hunger relief programs, see pages 28-30 of this report.

Executive Summary of Report Findings

Investment Goals: PCL met its investment goals of increasing access to services in East Portland, and of increasing investment in culturally specific services. It reached its goal of investing at least 30% of funding in culturally specific services across the Levy.

Progress toward Levy-wide Goals: Data gathered from grantees show that programs served slightly more children than they projected. Demographic data on clients served by grantees indicate that 69.7% of children served identified as children of color; the majority of children served were from homes with family incomes at or below 185% of the federal poverty level, and 32.9% were from home in which the primary language spoken was not English. Racial/ethnic populations accessed Levy programs proportional to, or in excess of, relevant comparison populations (e.g. student population or children in foster care). These data suggest PCL-funded services primarily reached historically underserved populations that face significant barriers and opportunity gaps for achieving positive outcomes.

Additional data reported by PCL grantees show high rates of participation in PCL-funded services. Data suggest that programs successfully engaged populations of color; there was near parity among racial/ethnic groups enrolled in services compared to those that received the "minimum dosage". (Minimum dosage is the amount of service a participant must complete to have the greatest likelihood of achieving program outcomes). Programs collectively met 79.9% of their outcome goals, and 19.3% of staff positions paid all or in part by PCL turned over. Levy-wide performance on participation and staff turnover in 2014-15 is similar to performance during the previous Levy period. Performance on the percentage of outcome goals met decreased in 2014-15 compared to the previous Levy period, but the change is largely attributed to outcome measurement changes by grantees, including new programs still gaining experience with outcome tracking and reporting.

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



SECTION I. Performance of All Levy Funded Programs²

1. Investment Goals

Expectations

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

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

<u>Increasing Services Available East of 82nd Avenue</u>: Local data indicate that poverty rates, and racial/ethnic diversity have increased in this part of the city, particularly for children, and that children of color experience a significant achievement gap. 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 higher risk populations to access services.

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

Results

Increasing Funding for Culturally Specific Services: The percentage of total Levy funds invested in culturally specific services increased from 31.4% in the last Levy period (2009-2014) to 37% in 2014-15.

<u>Investing a Minimum of 30% of Resources in each Program Area in Culturally Specific Programs:</u> PCL exceeded this goal in early childhood, foster care, after-school and mentoring program areas, but failed to meet the goal in hunger relief (no investment in culturally specific programs), and child abuse prevention and intervention (26% invested in culturally specific programs).

<u>Increasing Services Available East of 82nd Avenue</u>: The percentage of children served who resided or went to school east of 82nd Avenue increased from 38.1% over the last Levy period (2009-2014) to 45.6% in 2014-15. In contrast, 25% of Portland residents live east of 82nd Avenue³.

Implications

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

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

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



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

2. Service Goals and Services Provided

Expectations

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

Number Served: FY 2014-15⁴

	FY 14-15
Goal	8,331
Actual	9,564
# +/-	1,233
% +/-	14.8%

information for each program area and for the Levy as a whole.

Results

Service goals set in each grant agreement are based on funding level and program service model. Over the 5 years of the past Levy period (2009-2014), grantees served 15.6% more people than they were obligated to serve. Data for 2014-15 show a similar pattern with grantees exceeding service goals by 14.8%. Excepting the hunger relief program area, data for each program area show that goals for

numbers served were met in each program area in 2014-15.

Implications

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

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

3. Demographics of Children and Families Served

Expectations

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

⁴ 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 pages 6-7 because demographic information only reflects <u>unduplicated children and youth</u> served.



<u>Addition of Disability Category to Data Reporting</u>: In 2014-15, PCL began asking grantees to collect and report the number of participants served who have a disability. PCL has not collected this data in the past and seeks to understand the number and percentage of children and caregivers with disabilities served in funded programs. However, collection and reporting of this data is complicated by several factors that could substantially skew the results. PCL staff has not determined how many grantees asked clients about disability on enrollment forms. If a grantee reported serving no children/caregivers with a disability, this may be because the grantee did not ask clients on enrollment forms, or if the question was asked, clients chose not to answer it. In addition, people may interpret what constitutes a disability differently, leading to different responses when the question is asked. Last, in some communities, disabilities may be more or less stigmatized, which may lead to underreporting. Thus using reported data on service to people with disabilities may not be an accurate way to determine whether PCL funded services are, in fact, accessed by people with disabilities.

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

<u>Addition to Race/Ethnicity Data Reporting</u>: 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 data will be required for all PCL grantees in 2015-16. The purpose of collecting and reporting this information is to provide a more accurate picture of the racial/ethnic identifications of those participating in PCL funded services whose identity was previously reported only as "multi-racial/ethnic." PCL has included this data for a subset of participants since not all grantees were able to collect and/or report inclusive race/ethnicity data in 2014-15.

Results

<u>Gender, Age and Primary Language</u>: Levy programs served more female children (50.3%) than male children (45.3%) in 2014-15, with 4.3% of those served not reporting gender. In the last Levy period, the percentages of males and females were close to equal for those who reported gender. In 2014-15 PCL added transgender and genderqueer to the gender reporting categories. Grantees reported serving fewer than 20 youth who were transgender or genderqueer.

Children aged 0-8 comprised 44.6% of the total service population in 2014-15, a smaller portion than was served in this age group in the previous Levy period (53%). The shift is likely due to the change in programs funded during 2014-15 compared to previous years. The high portion of young children served as compared to older youth reflects PCL's ongoing priority to invest early in a child's life in order to support positive development.

In 2014-15, the distribution of primary languages spoken in the homes of participants was similar to the averages over the previous Levy period: 59.5% spoke English (average of 58% in last Levy period), 21.4% spoke Spanish (average of 20% in last Levy period); and 11.5% spoke another language (average of 10% in last Levy period).



Disability: Among children served 3.3% had a disability, and 11.4% of caregivers served had a disability. The Center for Disease Control studied the prevalence of disabilities nationally between 1997 and 2008 and found that the prevalence of disabilities in children aged 3-17 was 13.87% for any disability (defined in the study as including attention deficit disorder, intellectual disability, cerebral palsy, autism, seizures, stuttering/stammering, hearing deficiency, vision deficiency, learning disorders or other developmental delay). ⁵ This data suggests that Levy funded programs did not reach children with disabilities proportional to the incidence of disabilities in the population of children. The American Community Survey in 2014 estimated that 12% percent of the population aged 18-64 in Multnomah County has a disability (defined as difficulties in hearing, vision, cognition, ambulating, self-care and independent living). Data on the percentage of caregivers served with disabilities (who are mostly between the ages of 18-64) indicate that Levy funded programs provided access to programming to caregivers with disabilities proportional to the incidence of disability in the adult population in Multnomah County.

Family Income: At least 59% of the children served lived in families at or below 185% of the federal poverty level (\$44,862 for a family of 4).⁶ Grantees did not report family income data on 34% of the children served primarily because some programs do not ask participants to include family income on enrollment forms. Given that PCL funded programs are designed to reach historically underserved communities, likely more children served were, in fact, living in families that earn less than 185% of the federal poverty level.



Family Income of Children Served 2014-15⁷ (n=9,701)

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



⁵ In Oregon, 13.3% of students received special education services in 2013-14.

⁶ 2015 Federal Poverty Level was \$24,250 for a family of 4, https://www.federalregister.gov/articles/2015/01/22/2015-

^{01120/}annual-update-of-the-hhs-poverty-guidelines. The median income for a family of 4 in Portland was \$73,900 in 2015, https://www.portlandoregon.gov/phb/article/522288



Race/Ethnicity Identity of Children Served, 2014-15 (n=9,701)

Racial/Ethnic Identity of Children Served: Compared to Portland Schools Enrollment, 2014-15⁸

Race/Ethnicity Identity	Levy Programs Children Served 2014-15	Students Enrolled in Portland School Districts 2014-15
Latino/Hispanic	24.6%	21.7%
African American/African	19.4%	9.6%
Native American/Native Alaskan	3.4%	0.8%
Asian	6.0%	9.1%
Native Hawaiian/Pacific Islander	1.0%	1.2%
Middle Eastern	0.2%	(districts do not provide data)
Multiracial	13.8%	7.4%
White (includes Slavic)	26.5%	50.1%
Not Given	5.1%	(districts do not provide data)

Inclusive Racial/Ethnic Identity of Children Served 2014-15



⁸ Oregon Department of Education (ODE) 2014-15 enrollment data for the following school districts: Portland, David Douglas, Parkrose (districts entirely within City of Portland boundaries), Reynolds and Centennial (portion of districts within City of Portland boundaries. ODE data do not break out number of students that identified as African, Slavic or Middle Eastern. PCL reports those categories. In PCL funded programs, 2.9% of children identified as African, 1.3% identified as Slavic, and .2% identified as Middle Eastern.



Implications

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

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

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

4. Participation in Program Services

Expectations

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

Results

The percentage of participants exiting early in 2014-15 was 6.6% which is lower than the 5-year average of 8.8% for the last Levy period, but higher than the percentage exiting early in the previous fiscal year (6.0%). The percentage of participants receiving the minimum dosage was 80.2% in 2014-15 which is higher than the 5 year average of 66.6% during the last Levy period, and higher than the percentage receiving the minimum dosage in the previous fiscal year (75.9%).

Implications

Keeping early exit rates as low as possible, and increasing the percentage of participants who receive the minimum dosage for outcome tracking are important goals for assuring that programs serve participants long enough to have the intended impacts. While early exits edged up slightly as compared to last year, the percentage was still low, and the percentage meeting the minimum dosage was at its highest point since PCL began collecting this data. Overall, grantee programs had high rates of participation by children and families served.

Disaggregation of Participation Data by Race/Ethnicity

Expectations

In 2014-15, PCL asked grantees to disaggregate the pool of program participants who received the minimum dosage by race/ethnicity, and to compare the percentages of each racial/ethnic group that received the minimum dosage to the percentage of each racial/ethnic group that enrolled in the program. Comparing this data to data on the race and ethnicity of those who enrolled in programming will help us understand whether any particular racial/ethnic groups disproportionately exited services before receiving the minimum dosage.



Results

There were some slight disparities in the percentages of participants who enrolled in services and received the minimum dosage for some racial/ethnic groups. The portions of African-American, multi-racial/ethnic and white program participants that enrolled in programming were all slightly more than the portion of these groups that received the minimum dosage, with the biggest disparity in the white population (2.3% difference).

Race/Ethnicity Identity	Participants Enrolled in PCL Services ⁹	Participants Receiving Minimum Dosage in PCL Services
Latino/Hispanic	26.8%	28.1%
African-American	15.1%	14.5%
Native American/Native Alaskan	3.7%	3.7%
Native Hawaiian/Pacific Islander	1.0%	1.0%
Asian	6.9%	7.9%
Slavic	1.7%	1.9%
Middle Eastern	0.4%	0.4%
African	3.9%	4.5%
Multi-Racial/Ethnic	13.5%	12.5%
White	23.5%	21.2%
Not Given	3.5%	4.2%

Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Funded Programs, 2014-15

Implications

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

5. Outcomes Achieved

Expectations

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

Outcomes tracked can be generally grouped into the following categories:

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

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



Results

Grantees report program outcomes to PCL annually. Staff tracks the total number of outcomes in the grant, and the number of outcomes met for the annual period. In 2014-15, grantees met 79.9% of outcomes goals set in grant agreements. This is less than the 5-year average of 87.8% of goals met in the previous Levy period.

Implications

The lower percentage of goals met is likely due in some part to changes in the specific programs funded in 2014-15, and that some of these programs were start-ups. In staff's experience, start-up programs often need to adjust outcome goals and projections as they gain more experience delivering services. In addition, PCL staff worked with grantees to streamline outcomes tracked, resulting in a reduction in the total number tracked collectively. The change in methods affected percentage of outcome goals met because the denominator was reduced considerably.

6. Staff Turnover

Expectations

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

Results

In 2014-15, 19.3% of PCL-funded positions¹⁰ turned over. This is similar to the average rate for the last Levy period which was 18.5% and is within the range of 15-20%. Staff turnover percentages in individual program area are discussed in Section II of this report.

Implications

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

¹⁰ This includes positions funded in hunger relief grants. In this case, including data from hunger relief grants does not skew results because the number of staff PCL supports in this program area is not large in comparison to the number of positions supported in other program areas.



Section II: Program Area Data

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



1. Early Childhood

In 2014-15 PCL funded 14 early childhood program grants with the goal of supporting children's early development and readiness for Kindergarten. Programs employing the following strategies were funded to meet this goal:

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

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% of resources allocated in 2014-15 were invested in culturally specific early childhood programming.

Service Goals and Demographics of Children Served

Early childhood programs served 1,804 children, exceeding projections for numbers served 8.6%.

Race/Ethnicity Identity	Children Served in Early Childhood Programs	Students enrolled in Portland School Districts
Latino/Hispanic	29.3%	21.7%
African-American/ African	15.3%	9.6%
Native American/ Native Alaskan	1.3%	0.8%
Native Hawaiian/ Pacific Islander	0.9%	1.2%
Asian	5.2%	9.1%
Middle Eastern	0.3%	(data not reported by districts)
Multi-Racial/ Ethnic	6.0%	7.4%
White (includes Slavic)	30.4%	50.1%
Not Given	11.3%	(data not reported by districts)

Service Access Equity: Race/Ethnicity of Children Served in PCL Early Childhood Programs, 2014-15¹¹

Primary Language: 45.3% of those served were from homes with English as the primary language (compared to 59.5% Levy wide), 29.9% primarily spoke Spanish, 14.1% primarily spoke another language, and 10.6% did not report the data.

Participants Residing in East Portland: 25.5% of all children in early childhood programming resided in East Portland as compared to 45.6% Levy-wide. The early childhood figure includes a large early childhood mental health consultation program that provides a range of services for hundreds of children at multiple Head Start, preschool and childcare settings around Portland. If that program is removed and data are analyzed for multi-year intensive early childhood programs specifically (e.g. home visiting and preschool), 45.2% of participants served resided in East Portland.

Family Income: Among children for whom data were reported, 93.7% of children served were from families with annual incomes at or below the Federal Poverty Level. Income data was not reported on 46.9% of participants in early childhood programs.

¹¹ Oregon Department of Education (ODE) 2014-15 enrollment data for the following school districts: Portland, David Douglas, Parkrose (districts entirely within City of Portland boundaries), Reynolds and Centennial (portion of districts within City of Portland boundaries). ODE data do not break out number of students that identified as African, Slavic or Middle Eastern. PCL reports those categories; in PCL early childhood programs 1.2% of children identified as African, 2.3% as Slavic, and 0.3% as Middle Eastern.



Grantee Performance Metrics¹²

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 2014-15: compared to 5 Year Early Childhood Program Average and 2014-15 Levy-wide Performance

	Early Childhood	Early Childhood	Levy-wide
Metric	2009-2014 5 Year Average	2014-15	2014-15
Early Exit (% of participants)	3.7%	3.6%	6.6%
Participation/Minimum Dosage (% of participants)	74.8%	76.2%	80.2%
Outcome Goals Met (% of outcomes goals)	93.2%	77.3%	79.9%
Staff Turn Over (% of staff)	13.5%	22.9%	19.3%

Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Early Childhood Programs, 2014-15

Race/Ethnicity Identity	Participants Enrolled in Early Childhood Programs	Participants Received Minimum Dosage in Early Childhood Programs
Latino/Hispanic	52.4%	50.2%
African-American	5.5%	5.9%
Native American/ Native Alaskan	1.4%	0.5%
Native Hawaiian/ Pacific Islander	0.2%	0.2%
Asian	8.0%	9.2%
Slavic	4.4%	5.4%
Middle Eastern	1.4%	1.3%
African	3.3%	4.4%
Multi-Racial/ Ethnic	5.6%	3.5%
White	15.3%	17.1%
Not Given	2.6%	2.1%

Early Childhood Program Outcomes¹³

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

- 89.1% of children met age appropriate developmental milestones; those that didn't meet milestones either worked with early intervention/early childhood special education services or received other support to address identified developmental concerns.¹⁴
- 86.0% of children were up-to-date with immunizations.¹⁵
- 96.2% of parents/caregivers demonstrated or improved positive parenting practices.¹⁶

¹⁶ 10 programs tracked various parenting outcomes related to positive parenting practices; 277/288 parents/caregivers demonstrated or improved positive parenting practices.



¹² See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

¹³ Each program reports only on outcomes relevant to its program model. Outcome data describe what happened with children and families in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL programs caused these results. Percentages reported pertain only to the programs tracking those outcomes and to the children/families that met minimum dosage and were assessed for outcomes.

¹⁴ 11 programs tracked child developmental milestones; 391/439 children met age appropriate milestones.

¹⁵ 6 programs tracked children's immunizations; 215/250 children were up-to-date on immunizations.

Implications

Demographic data of children served suggest early childhood programs reached children with the greatest opportunity gaps for high quality experiences for early learning and positive development. The data indicate that PCL-funded early childhood programs reached more children with programming than projected, and programs primarily served children of color and children in poverty. Programs served a higher proportion of children of color than were enrolled in Portland schools, and served a more linguistically diverse population than was served Levy-wide. Intensive early childhood services (e.g. home visiting and preschool), served a higher proportion of children living in East Portland (45.2%) than was served by all early childhood programs.

Slight differences between who accessed services and those who received the minimum dosage suggest that grantees should improve participation and engagement strategies with children of color. In some cases the data suggest near parity in the racial/ethnic identity of those who access services and those who received minimum dosage set by programs. The largest disparity is for Latino children (a 2.2 percentage-point difference between percentage that enrolled in services and percentage meeting minimum dosage); children who identify as Latino also constitute the largest population group served in the program, which also makes this disparity notable. Overall, there a disparity in the portion of children of color enrolled (82.2% of the enrolled population) compared to the portion of children of color that met minimum dosage (80.6%). Conversely, white children were 15.3% of the enrolled children and 17.1% of those meeting minimum dosage.

Early Childhood grantees performed lower on the performance metrics than average performance in past years; however, the dip is minimal and explained by contextual factors. Early Childhood grantees performed lower on 2 metrics—outcomes met and staff turnover—compared to their 5-year average performance in the previous levy, and similarly on the other 2 metrics. Contextual factors in 2014-15 influenced performance considerably. First, PCL streamlined grantees' outcome reporting methods. While the total number of outcomes collectively not met by Early Childhood grantees has ranged over time from 5 – 16 (with "up-to-date immunizations" as the most commonly unmet outcome), the denominator for the calculation shrank dramatically from 115 in the previous levy period to 65 in 2014-15. The change in methods affects the percentage of outcomes met. Second, the Early Childhood program area has typically had lower turnover rates compared to Levy-wide rates. Last year, with the increases in state, federal and local funding invested in early childhood services, there was workforce mobility between positions in the field and many grantees reported staff moving within and among early childhood agencies.

Children and families' outcome data suggest that programs support children's positive early

development. PCL early childhood programs had high outcome achievement by children and families served, despite higher than usual turnover in program staff. The rate of children not on-track with age appropriate developmental milestones (11%) is similar to the rate of prevalence of disability and delay in the national child population (13%). These data suggest that programs helped catch risks/delays by doing periodic developmental screening and monitoring of child development. The rate of immunization among children in PCL early childhood programs (86%) exceeds the county-wide, statewide, and US immunization rates for 2 year-olds (73%).¹⁷ Parenting outcome data suggests programs strengthened families' foundation for promoting and nurturing children's positive early development.

¹⁷ The Health of Multnomah County: Children's Health 2014, page 1. <u>https://multco.us/file/29345/download</u>



2. Child Abuse Prevention and Intervention

In 2014-15 PCL funded 14 child abuse prevention and intervention program grants with the goal of preventing child abuse and neglect and supporting vulnerable 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 the child abuse prevention and intervention program area, 26% of resources allocated in 2014-15 were invested in culturally specific programming.

Service Goals

Child abuse prevention and intervention (CAPI) programs served a total of 2,480 children and parents/ caregivers, exceeding projections for numbers served by 14.0%.

Demographics of Children Served

Service Access Equity: Race/Ethnicity of Children Served in PCL CAPI Programs, 2014-15¹⁸

Race/Ethnicity Identity	Children Served in Child Abuse Prevention & Intervention Programs	Children in Foster Care in Multnomah County
Latino/Hispanic	24.8%	16.3%
African-American/ African	17.2%	15.2%
Native American/ Native Alaskan	2.9%	3.3%
Asian/ Pacific Islander	3.8%	1.9%
Middle Eastern	0.1%	(DHS did not provide data)
Multi-Racial/ Ethnic	17.1%	19.5
White (includes Slavic)	29.6%	43.5%
Not Given	4.5%	0.3%

Primary Language: 72.6% of those served were from homes with English as the primary language (compared to 59.5% Levy-wide), 20.7% spoke primarily Spanish, 3.5% spoke another language, and 3.2% did not provide this data.

Participants Residing in East Portland: 45.8% of children in child abuse prevention and intervention programming resided in East Portland as compared to 45.6% Levy-wide.

Family Income: Among children for whom data were reported, 93.9% of children served were from families with annual incomes at or below the Federal Poverty Level. Income data was not reported on 36.6% of participants in child abuse prevention and intervention programming.

¹⁸ 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, 2014 and June 30, 2015. DHS does not break out number of children identified as African, Pacific Islander, Slavic, or Middle Eastern. PCL reports those categories; in PCL child abuse prevention and intervention programs 0.4% of children identified as African, 0.4% as Pacific Islander, 0.1% Slavic, and 0.1% Middle Eastern. DHS only counts children as multi-racial if they identify in part as African American or Native American/Native Alaskan (e.g. a child identifying as both Asian and White would not be counted as multi-racial but as the race identify listed first in the DHS data system). DHS counts all children identifying as Latino/Hispanic as Latino/Hispanic regardless of race (e.g. a child identifying as Latino and Native American is counted as Latino, not multi-racial/multi-ethnic). PCL counts all children that identify as two or more races/ethnicities as multi-racial/multi-ethnic.



Grantee Performance Metrics¹⁹

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 2014-15: compared to 5 Year Child Abuse Prevention and Intervention Program Average and 2014-15 Levy-wide Performance

	CAPI 2009-2014	CAPI	Levy-wide
Metric	5 Year Average	2014-15	2014-15
Early Exit (% of participants)	12.5%	9.5%	6.6%
Participation/Minimum Dosage (% of participants)	65.5%	83.3%	80.2%
Outcome Goals Met (% of outcomes goals)	86%	79.3%	79.9%
Staff Turn Over (% of staff)	31.9%	22.9%	19.3%

Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Child Abuse Prevention and Intervention Programs, 2014-15

Race/Ethnicity Identity	Participants Enrolled in Child Abuse Prevention & Intervention Programs ²⁰	Participants Receiving Minimum Dosage in Child Abuse Prevention & Intervention Programs
Latino/Hispanic	23.7%	38.7%
African-American	14.8%	13.8%
Native American/ Native Alaskan	2.5%	2.6%
Native Hawaiian/ Pacific Islander	0.5%	0.6%
Asian	3.0%	1.7%
Slavic	0.1%	0.2%
Middle Eastern	0.3%	0.4%
African	0.9%	0.9%
Multi-Racial/ Ethnic	14.8%	13.0%
White	34.4%	27.7%
Not Given	5.1%	0.4%

Child Abuse Prevention and Intervention Program Outcomes²¹

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

- 84.7% of parents/caregivers met parenting outcomes.²²
- 87.9% of children met therapeutic intervention outcomes.²³
- 73.8% of children were meeting age appropriate developmental milestones.²⁴

²⁴ 5 programs report on developmental milestones; 166/225 met developmental milestones.



¹⁹ See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

²⁰ Participants analyzed for this data point include children and caregivers depending on who is the primary recipient of the service. The percentages of populations served differ from those reflected on the table on page 15 because the page 15 table shows the breakdown of <u>children</u> served and does not include caregivers who, in some cases, are the primary service recipient.
²¹ Each program reports only on outcomes relevant to its program model. Outcome data describe what happened with children and families in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL

programs caused these results. Percentages reported pertain only to the programs tracking those outcomes and to the children/families that met minimum dosage and were assessed for outcomes.

 ²² 12 programs tracked various parenting outcomes related to positive parenting practices; 316/373 parents met the outcome.
 ²³ 2 programs tracked outcomes related to therapeutic intervention (improvement in cognitive coping skills OR improvement in symptoms of PTSD, anxiety, depression, and behavioral symptoms); 29/33 children met the outcome.

Implications

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

A further analysis of the race/ethnicity of the population served in this program area suggests that the proportion of African-American children served is slightly more than the proportion of African-Americans in foster care while the proportion of Native American children served is slightly less than the number of Native Americans in foster care. Ideally, programs would be serving higher proportions of both populations because they are overrepresented in the foster care population as compared to their percentages in the Portland school population.²⁵ It is important to note that there are significant differences in the methodologies used by DHS and PCL in categorizing race and ethnicity and therefore caution should be used in drawing any conclusions from data comparisons.

Participation data suggest that grantees successfully engaged participants of color. A significantly larger portion of Latino participants received the minimum dosage than were enrolled (15 percentage-points higher). Conversely, a smaller portion of white participants received the minimum dosage than were enrolled (6.7 percentage-points lower). A larger portion of participants of color received the minimum dosage (71.9%) than were enrolled in services (60.5%) suggesting that grantees are successfully retaining children of color.

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

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

²⁵ African-American students compose 9.6% of the student population in Portland Public Schools; Native American students compose 0.8% of the student population.



3. Foster Care

In 2014-15, 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, 33% of resources allocated in 2014-15 were invested in culturally specific programming.

Service Goals

Foster care programs served a total of 407 children, youth and teen parents, exceeding projections for numbers served by 9.1%.

Demographics of Children and Youth Served

Service Access Equity: Race/Ethnicity of Children Served in PCL Foster Care Programs, 2014-15²⁶

Race/Ethnicity Identity	Children and Youth Served in Foster Care Programs	Children and Youth in Foster Care in Multnomah County
Latino/Hispanic	7.6%	16.3%
African-American/ African	23.2%	15.2%
Native American/ Native Alaskan	10.9%	3.3%
Asian/ Pacific Islander	1.9%	1.9%
Multi-Racial/ Ethnic	21.3%	19.5%
White (includes Slavic)	33.3%	43.5%
Not Given	1.9%	0.3%

Primary Language: 61.7% of youth served in foster care programs were from home with English as the primary language (compared with 59.5% Levy-wide), 2.1% spoke primarily Spanish, 0% spoke another language, and 36.2% did not provide this data.

Family Income: Among children for whom data were reported, 91.8% of children served were from families with annual incomes at or below the Federal Poverty Level. Income data was not reported on 42.6% of the participants in foster care programs.

²⁶ 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, 2014 and June 30, 2015. DHS does not break out number of children identified as African, Pacific Islander, Slavic, or Middle Eastern. PCL reports those categories; in PCL foster care programs 0.7% of children identified as African, 0.5% as Pacific Islander, 0.2% Slavic, and 0% Middle Eastern. DHS only counts children as multiracial if they identify in part as African American or Native American/Native Alaskan (e.g. a child identifying as both Asian and White would not be counted as multi-racial but as the racial identity listed first in the DHS data system). DHS counts all children identifying as Latino/Hispanic as Latino/Hispanic regardless of race (e.g. a child identifying as Latino and Native American is counted as Latino, not multi-racial/multi-ethnic). PCL counts all children that identify as two or more races/ethnicities as multi-racial/multi-ethnic.



Grantee Performance Metrics²⁷

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

Foster Care Program Performance 2014-15: compared to 4-Year Foster Care Program Average and 2014-15 Levy-wide Performance

Metric	Foster Care 2010-2014 4 Year Average	Foster Care 2014-15	Levy-wide 2014-15
Early Exit (% of participants)	1.5%	7.2%	6.6%
Participation/Minimum Dosage (% of participants)	67.5%	78.0%	80.2%
Outcome Goals Met (% of outcomes goals)	75.2%	82.6%	79.9%
Staff Turn Over (% of staff)	24.0%	9.3%	19.3%

Service Participation: Race/Ethnicity of Participants Enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Foster Care Programs, 2014-15

Race/Ethnicity Identity	Participants Enrolled Foster Care Programs ²⁸	Participants Receiving Minimum Dosage in Foster Care Programs
Latino/Hispanic	7.6%	9.6%
African-American	21.6%	24.3%
Native American/ Native Alaskan	11.3%	11.9%
Native Hawaiian/ Pacific Islander	0.5%	0%
Asian	1.2%	0.6%
Slavic	0.2%	0.6%
Middle Eastern	0.2%	0%
African	0.7%	0%
Multi-Racial/ Ethnic	20.1%	21.5%
White	34.4%	31.6%
Not Given	2.0%	0%

Foster Care Program Outcomes²⁹

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

- 91.8% of children and youth met academic outcomes.³⁰
- 85.7% of youth increased life skills (transition to adulthood outcome).³¹
- 68.1% of children and youth met permanency outcomes.³²

³² 3 programs reported on permanency outcomes (reunification/adoption, increase in appropriate parenting practices, and connection to kin); 49/72 youth met the outcome.



²⁷ See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

²⁸ Participants analyzed for this data point include children and caregivers depending on who is the primary recipient of the service. The percentages of populations served differ from those reflected on the table on page 18 because the page 18 table shows the breakdown of <u>children</u> served and does not include caregivers who, in some cases, are the primary service recipient.
²⁹ Each program reports only on outcomes relevant to its program model. Outcome data describe what happened with children and youth in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL programs caused these results. Percentages reported above pertain only to the programs tracking those outcomes and to the children/youth that met minimum dosage and were assessed for outcomes.

³⁰ 4 programs reported academic outcomes (school engagement; on track to graduate high school, college enrollment, and improvement in academic success); 56/61 children and youth met the outcome.

³¹ 1 program reported on a transition to adulthood outcome; 6/7 youth met the outcome.

Implications

Demographic data on children served in PCL-funded foster care programs show that programs reached populations overrepresented in foster care. However, programs may need to focus on serving more Latino children. African American and Native American children are overrepresented in the foster care population as compared to the percentage of these populations attending Portland schools.³³ The race/ethnicity data of the children served in this program area suggest that the proportion of African-American and Native American children served is higher than the percentage of these populations in foster care. However, the proportion of Latino children served is lower than the percentage of Latino children in foster care. It is important to note that there are significant differences in the methodologies used by DHS and PCL in categorizing race and ethnicity and therefore caution should be used in drawing any conclusions from data comparisons.

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

Participation data suggest that grantees successfully engaged populations that are overrepresented in the foster care population. Among participants meeting minimum dosage, African American and Native American participants composed a higher portion (36.2%) compared to the portion of African American and Native American participants enrolled (32.9%) indicating that grantees focused on retention strategies for populations overrepresented in foster care.

Data indicate substantial reduction in staff turnover rates in the foster care program area compared to average performance on this metric in the previous Levy period. Foster care programs performed better on 3 metrics this year— minimum participation, outcomes met, and staff turnover—compared to their average performance over four years in the previous Levy.

The percentage of early exits increased from an average of 1.5% over the last Levy period to 7.2% in 2014-15. This increase is likely due to changes in the definition of "early exit" for many programs this year. Previously, early exit was commonly defined as a length of time a participant was enrolled in services prior to exiting (e.g. 90 days). Early exits are now typically defined as exiting before receiving at least 3 units of service (e.g. 3 home visits).

The percentage of staff turnover decreased significantly from an average of 24.0% over the last Levy period to 9.3% in 2014-15. While the specific reasons for the reduction in staff turnover are unknown, having a more stable workforce may have contributed to the performance improvements in two of the metrics – minimum participation and outcomes met.

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 significant challenges. High percentages of participants demonstrated positive outcomes related to academics and the transition to adulthood. A majority of participants achieved permanency outcomes.

³³ African-American students compose 9.6% of the student population in Portland Public Schools; Native American students compose 0.8% of the student population.



4. After-School

In 2014-15 PCL funded 16 after-school program grants with the goal of providing safe, constructive after-school programming that supports children's well-being and school success. Programs employing the following strategies were funded to meet this goal:

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

Investment Goals

Culturally Specific Programming: PCL set a goal of investing at least 30% of resources allocated in each program area to culturally specific programming. In 2014-15, 48% of after-school resources were invested in culturally specific after-school programming.

Service Goals

After-school programs served a total of 4,284 youth, exceeding projections for numbers served by 20.1%.

Demographics of Youth Served

Service Access Equity: Race/Ethnicity of Youth Served in PCL After-School Programs, 2014-15³⁴

Race/Ethnicity Identity	Youth Served in After-School Programs	Students Enrolled in Portland Schools
Latino/Hispanic	25.7%	21.7%
African-American/African	19.9%	9.6%
Native American/Native Alaskan	3.1%	0.8%
Native Hawaiian/Pacific Islander	1.4%	1.2%
Asian	9.2%	9.1%
Middle Eastern	0.3%	(data not reported by districts)
Multi-Racial/Ethnic	13.6%	7.4%
White	21.1%	50.1%
Not Given	3.6%	(data not reported by districts)

Primary Language: 54.1% of youth came from homes with English as the primary language (compared with 59.5% Levy wide), 21.5% spoke primarily Spanish, 17% spoke another language, and 7.4% did not provide this data.

Participants Residing in East Portland: 54.8% of participants in after-school programming resided or went to school in East Portland as compared to 45.6% Levy-wide.

Family Income: 78.2% of students served and for whom this data was available lived in homes where the family income was 185% of the Federal Poverty Level or below (i.e. eligible for participation in the free or reduced price lunch program), or attended a school participating in the Community Eligibility Program. Income data was not reported on 29.6% of participants in after-school programs.

³⁴ Oregon Department of Education (ODE) enrollment data for 2014-15 in the following school districts: Portland, David Douglas, Parkrose (all of these school districts district are within City of Portland boundaries), Reynolds and Centennial (portion of these districts are within City of Portland boundaries). ODE data do not break out the number of students that identified as African, Slavic or Middle Eastern. In this chart, African and African American students served by PCL programs are combined, as are White and Slavic students. In PCL after-school programs 4.6% of children identified as African, 2% as Slavic, and 0.3% as Middle Eastern.



Grantee Performance Metrics³⁵

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 2014-15: compared to 5 Year After-School Program Average and 2014-15 Levy-wide Performance

Metric	After-School 2009-2014 5 Year Average	After-School 2014-15	Levy-wide 2014-15
Early Exit (% of participants)	9.4%	6.9%	6.6%
Participation/Minimum Dosage (% of participants)	67.4%	81.6%	80.2%
Outcome Goals Met (% of outcomes goals)	80.9%	81.1%	79.9%
Turn Over (% of staff)	15.0%	19.9%	19.3%

Service Participation: Race/Ethnicity of Participants enrolled compared to Race/Ethnicity of Participants receiving minimum dosage in PCL After-School Programs, 2014-15

Race/Ethnicity Identity	Participants Enrolled in After-School Programs	Participants Receiving Minimum Dosage in After School Programs
Latino/Hispanic	25.7%	24.9%
African-American	15.3%	14.4%
Native American/Native Alaskan	3.1%	3.4%
Native Hawaiian/Pacific Islander	1.4%	1.3%
Asian	9.2%	9.5%
Slavic	2.0%	1.8%
Middle Eastern	0.3%	0.3%
African	4.6%	4.3%
Multi-Racial/Ethnic	13.6%	13.3%
White	21.1%	21.0%
Not Given	3.6%	6.0%

After-School Program Outcomes³⁶

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, 82.3% of the youth who received the minimum dosage met the youth development outcome.³⁷

Academic Data on After-School Program Participants

PCL staff requests data on a variety of academic variables from the school districts for the PCL program participants that meet the minimum participation requirement for the program in which they enrolled.

gather data in 2014-15 due to staff turnover. Two programs do not track youth development outcomes.



³⁵ See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

³⁶ Outcome data describe what happened with children and families in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL programs caused these results. Percentages reported above pertain to the programs tracking those outcomes and to the children/families that met minimum dosage and were assessed for outcomes. ³⁷ 12 of 16 programs tracked and reported on at least one youth development outcome in 2014-15; 1,730/2,103 youth met the youth development outcome tracked. Outcomes tracked include the following: 4 programs tracked self-confidence/selfesteem; 3 programs tracked positive social behaviors; 2 programs tracked positive attitude toward school; 2 programs tracked engagement and 1 program tracked skill acquisition. Two programs typically track youth development outcomes but did not

This data provides a descriptive snap shot of the population served and their academic status in an annual period.

- 93.7% of participants attended at least 90% of school days;
- 96.4% had no suspensions or expulsions during the school year;
- 28.3% of participants tested met academic benchmarks in math;
- 39.4% of participants tested met academic benchmarks in reading;
- 81.9% of the high school freshman, sophomore and junior participants were on track for graduation in credit attainment (6, 12, and 18 credits earned respectively);
- 90.5% of participants in the final year of high school graduated;
- 57.2% of English language learner participants for whom 2 years of data were available advanced at least one level in English language proficiency (expectation is advancing one level in an academic year).

Implications

Demographic data on youth served in PCL funded after-school programs show that after-school programs reached populations at risk for disproportionately poor outcomes. After-school programs served more youth than anticipated, and primarily served children of color (75.2%). Programs served a greater proportion of children of color than were enrolled in Portland schools, served a more linguistically diverse population than was served Levy-wide, and more than half of the participants resided or went to school in East Portland.

Slight differences between who accessed services and those who received the minimum dosage suggest that grantees should improve participation and engagement strategies with children of color. The largest disparity is for African-American youth (.9 point difference between percentage that enrolled in services and percentage receiving minimum dosage). A smaller portion of youth of color received the minimum dosage (73.2%) than enrolled in programming (75.2%), indicating that grantees should be focusing on retention strategies for children of color. The same portion of white youth enrolled and received the minimum dosage.

Data on performance metrics shows after-school program grantees are performing better on 3 of 4 performance metrics as compared to their average performance on each metric over the previous levy. The percentage of participating youth who received the minimum dosage in after-school programs is substantially higher than the average for this program area in the previous Levy period. This is due to a variety of factors including changes in which programs were funded at different times, and a change in how the percentage was calculated for SUN school participants.³⁸

Outcome and academic performance data suggest that programs support positive youth development and positive academic performance. Data on academic variables show good results for attendance, behavior, credit attainment and graduation in high school, and improved English language proficiency for ELL students. Conversely, results on the new Smarter Balanced standardized tests are poor. This can be partly explained by the fact that this was the first year that students and teachers experienced the test, and the test is significantly different and more difficult than the OAKS tests previously used by the state to assess academic progress and proficiency. In Portland schools, 52.4% of students met

³⁸ Multnomah County requires that all SUN sites serve at least 200 youth and that at least 100 youth participate at least 30 days during the year (the minimum dosage for outcome tracking). Previously, PCL-funded SUN sites set a goal of 50% of youth served attending at least 30 days (based on the required service minimums set by the county). However, many SUN sites serve substantially more than 200 youth per year, but most do not have 50% of those youth attending at least 30 days. PCL has changed its requirement to align with the county interpretation.



expectations in English Language Arts, and 41% met in math.³⁹ In all years for which this data has been analyzed, lower percentages of PCL program participants have met math and reading benchmarks than percentages that meet these benchmarks in Portland Schools. This is likely because PCL-funded programs are serving students with the greatest need for additional supports, and those who may be the furthest behind academically.

³⁹ Oregon Department of Education, State Smarter Balanced and OAKS Results, September 14, 2015, available at http://www.ode.state.or.us/search/page/?=5387



5. Mentoring

In 2014-15 PCL funded 5 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, 39% of resources allocated in 2014-15 were invested in culturally specific mentoring services.

Service Goals and Demographics of Youth Served

Mentoring programs served a total of 589 youth, exceeding projections for numbers served by 6.1%.

Race/Ethnicity Identity	Youth Served in Mentoring Programs	Students enrolled in Portland School Districts
Latino/Hispanic	14.6%	21.7%
African-American/ African	35.8%	9.6%
Native American/Native Alaskan	9.3%	0.8%
Native Hawaiian/Pacific Islander	1.2%	1.2%
Asian	3.1%	9.1%
Middle Eastern	0.0%	(data not reported by districts)
Multi-Racial/Ethnic	17.8%	7.4%
White (includes Slavic)	16.8%	50.1%
Not Given	1.4%	(data not reported by districts)

Service Access Equity: Race/Ethnicity of Youth Served in PCL Mentoring Programs, 2014-15⁴⁰

Primary Language: 73.0% of those served were from homes with English as the primary language (compared to 59.5% Levy wide), 12.2% spoke primarily Spanish, 13.5% spoke another language, and 1.2% did not provide this data.

Participants Residing in East Portland: 45.7% of participants in mentoring programming resided or went to school in East Portland as compared to 45.6% Levy-wide.

Family Income: Among youth for whom data were reported, 98.5% 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 8.1% of youth in mentoring programs.

⁴⁰ Oregon Department of Education (ODE) 2014-15 enrollment data for the following school districts: Portland, David Douglas, Parkrose (districts entirely within City of Portland boundaries), Reynolds and Centennial (portion of districts within City of Portland boundaries). ODE data do not break out number of students that identified as African, Slavic or Middle Eastern. PCL reports those categories; in PCL mentoring programs 9.8% of children identified as African, 0.3% as Slavic, and 0.0% as Middle Eastern.



Grantee Performance Metrics⁴¹

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 2014-15: compared to 5 Year Mentoring Program Average and 2014-15 Levy-wide Performance

Metric	Mentoring 2009-2014 5 Year Average	Mentoring 2014-15	Levy-wide 2014-15
Early Exit (% of participants)	9.2%	5.8%	6.6%
Minimum Participation (% of participants)	62.0%	74%	80.2%
Outcome Goals Met (% of outcomes goals)	88.1%	88.9%	79.9%
Staff Turn Over (% of staff)	17.2%	18.6%	19.3%

Service Participation: Race/Ethnicity of Participants Enrolled in PCL Mentoring Programs compared to Race/Ethnicity of Participants receiving minimum dosage in PCL Mentoring Programs, 2014-15

Race/Ethnicity Identity	Participants Enrolled in Mentoring Programs	Participants Received Minimum Dosage in Mentoring Programs
Latino/Hispanic	14.6%	15.0%
African-American	26.0%	24.9%
Native American/Native Alaskan	9.3%	9.2%
Native Hawaiian/Pacific Islander	1.2%	1.0%
Asian	3.1%	4.5%
Slavic	0.3%	0.0%
Middle Eastern	0.0%	0.0%
African	9.8%	13.0%
Multi-Racial/Ethnic	17.8%	16.0%
White	16.5%	16.5%
Not Given	1.4%	0.0%

Mentoring Program Outcomes⁴²

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

• 84.7% of youth demonstrated or increased positive engagement in school.⁴³

Academic Data on Mentoring Program Participants

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

- 92.3% of participants attended at least 90% of school days
- 91.7% had no suspensions or expulsions during the school year
- 11.9% of participants tested met academic benchmarks in math

⁴³ 4 of 5 programs tracked school engagement; 294/347 youth demonstrated or increased positive engagement in school.



⁴¹ See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.

⁴² Each program reports only on outcomes relevant to its program model. Outcome data describe what happened with children and families in PCL-funded programs during the time they were served. These data neither prove nor disprove that PCL programs caused these results. Percentages reported pertain only to the programs tracking those outcomes and to the children/families that met minimum dosage and were assessed for outcomes.

- 19.9% of participants tested met academic benchmarks in reading
- 56.0% of the high school freshman, sophomore and junior participants were on track for graduation in credit attainment (6, 12, and 18 credits earned respectively)
- 55.0% of participants classified as "seniors" graduated high school.
- 37.9% of English language learner participants for whom 2 years of data were available advanced at least one level in English language proficiency

Implications

Demographic data on youth served in PCL-funded Mentoring programs suggest the programs reached youth with significant barriers to academic achievement and post-secondary opportunities. Mentoring programs served more youth than anticipated, and primarily served youth of color (82.2%) and youth in poverty. Programs served proportionally more children of color than were enrolled in Portland schools and served by Levy programs overall. Youth in mentoring programs were a less linguistically diverse population than served Levy-wide, and nearly half of the participants resided or attended school in East Portland. Yet, there was a 7.1 point difference between the portion of youth served that identify as Latino and the portion of the school population identifying as Latino. This disparity suggests that mentoring programs need to improve their outreach strategies to engage Latino youth in services.

Mentoring grantees had near parity among racial/ethnic groups in participation compared to enrollment. Among youth receiving minimum dosage, children of color composed a higher portion (83.5%) than they comprised of all youth enrolled in services (82.2%), while white children comprised an equal portion of those enrolled and receiving minimum dosage (16.5%). The largest disparity is for Multiracial/multi-ethnic youth (1.8 percentage-point difference between percentage that enrolled in services and percentage meeting minimum dosage).

Mentoring grantees performed similar on the performance metrics to mentoring programs' average *performance in past years*. Mentoring programs performed better on 2 metrics this year—early exits and participation—compared to their average performance over the five years in the previous levy. They performed similarly on outcomes met and staff turnover in FY14-15 as in the previous Levy period.

Youth outcome data suggest that programs helped students stay engaged in school, despite their challenges with academic achievement. Mentoring programs reached historically underserved populations who face major barriers to academic achievement. Data from 4 out of 5 mentoring programs suggest a high portion of youth were positively engaged in school, despite those barriers. School district data corroborate positive school engagement— 92% of youth attended 90% or more of school days, and 92% had no expulsions or suspensions during the school year.

Unfortunately, commitment to attending and engaging in school did not correlate with high academic success. The low performance on state tests can be partly explained by this being the first year that students and teachers experienced the new Smarter Balanced tests, which are significantly different and more difficult than the OAKS tests previously used to assess academic progress and proficiency. In Portland schools, 52.4% of students met expectations in English Language Arts, and 41% met in math⁴⁴. PCL mentoring programs focus on serving students experiencing significant barriers to academic achievement and graduation. Program outcome and school district data together suggest mentoring programs served youth who need additional supports to succeed and that youth remained engaged in school despite the barriers they face and their challenges with tests and credit attainment.

⁴⁴ Oregon Department of Education, State Smarter Balanced and OAKS Results, September 14, 2015, available at http://www.ode.state.or.us/search/page?=5387



6. Hunger Relief

In 2014-15 PCL funded 2 grants for hunger relief with the goal of relieving hunger and food insecurity among children and their caregivers. 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. In 2014-15, no hunger relief resources were invested in culturally specific programs.

Service Goals and Demographics of Children Served

Hunger relief programs served a total of 11,146 unduplicated children. Most of these children (10,624) were served in the school food pantries through PCL's grant to the Oregon Food Bank (OFB); the remaining 522 children were served in the Meals 4 Kids program delivered by Meals on Wheels. The grant to Meals on Wheels set a goal for unduplicated children served, and met 86.3% of the annual goal.

The grant to OFB did not set a goal for unduplicated children served because OFB had not gathered this data in the past and thus had no information to use in setting a goal. Instead, goals were set for the total number of people accessing pantries regardless of how many times they picked up food during the year. OFB met 90% of this goal. Based on data gathered on unduplicated children served in 2014-15, OFB has set service goals for unduplicated children served for 2015-16. Both grantees served more caregivers and fewer children than anticipated.

The demographics of the population served by hunger relief programs are reported below. Each of the grantees used different methods to collect this data. Meals 4 Kids collected data directly from service recipients and OFB estimated demographic data of clients served using reasonable methods.⁴⁵

^{• &}lt;u>Age of Children Served</u>: No age data for children is collected and all children served are reported as 18 or younger.



⁴⁵ Data on demographic variables for those served by OFB was reported to PCL as follows:

<u>Race/Ethnicity and Primary Language</u>: OFB conducted a survey of pantry users at the end of the school year in which data on some demographic variables was collected. OFB used the percentages of survey respondents' identified race/ethnicity and primary language to estimate those data for the total unduplicated children served. A total of 322 pantry users responded to the survey with each site returning 21-44 surveys.

^{• &}lt;u>Gender, Socio-Economic Status and Disability</u>: OFB used data from the Oregon Department of Education for schools served in the program to estimate the percentage of unduplicated children served in each demographic category.

[•] Zip Code: OFB used zip code data from individual users, or substituted the school zip code where data were missing.

	Children Served		
	Hunger Relief	Students Enrolled in	Children Served in Other
Race/Ethnicity Identity	Programs	Portland School Districts	PCL Program Areas
Latino/Hispanic	33.6%	21.7%	24.6%
African-American/African	5.9%	9.6%	19.4%
Native American/Native Alaskan	1.2%	.8%	3.4%
Native Hawaiian/Pacific Islander	0.8%	1.2%	1.0%
Asian	27.5%	9.1%	6.0%
Middle Eastern	1.2%	(not reported by districts)	0.2%
Multi-Racial/Ethnic	7.2%	7.4%	13.8%
White (includes Slavic)	20.9%	50.1%	26.5%
Not Given	1.7%	(not reported by districts)	5.1%

Service Access Equity: Race/Ethnicity of Children Served in PCL Hunger Relief Programs, 2014-15⁴⁶

Primary Language: 47.7% of youth served were from home with English as the primary language (as compared with 59.5% in all other Levy program areas), 27.1% spoke primarily Spanish, 24.5% spoke another language, and .7% did not provide this data.

Participants Residing in East Portland: 81.3% of children receiving hunger relief services resided or went to school in East Portland as compared to 45.6% for all other PCL programs.

Family Income: As noted above, income data on the families of children receiving food through the school pantries was not gathered from individual families. Instead, the percentage of youth living in families with incomes of 185% of the federal poverty level (i.e. eligible for the free and reduced price lunch program) at the schools served was used to estimate the poverty level of the families served in the school pantries. Conversely, income data from participants in the Meals 4 Kids program was gathered from individual families. Combining these two types of data, 81% of youth served lived in families with incomes at or below 185% of federal poverty level.

Grantee Performance Metrics⁴⁷

As discussed in the introduction to this report, programs funded to provide hunger relief services do not report data on early exits, minimum participation and outcomes because these metrics are not appropriate given that the purpose of programming is to provide food to hungry children on an asneeded 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. 6.8% of PCL funded staff turned over in hunger relief in 2014-15, the lowest portion of staff turnover among all program areas.

Implications

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

⁴⁷ See Page 1 of this report for explanation of performance metrics and link to PCL Goals, Strategies and Accountability, 2014-2019 document.



⁴⁶ ODE data do not break out the number of students that identified as African, Slavic or Middle Eastern. In this chart, African and African American students served by PCL programs are combined, as are White and Slavic students. In PCL hunger relief programs 1.4% of children identified as African, 1.3% as Slavic, and 1.2% as Middle Eastern.

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 should help address hunger in an area with high child poverty rates. With the exception of residence however, the demographic data should be viewed with caution because most of it is extrapolated rather than reported directly by users. This is particularly true for race/ethnicity where the identity of respondents to OFB's survey may differ significantly from the identity of the population using the pantries. If and when OFB is able to gather demographic data directly from pantry users, PCL will have a more accurate view of the populations accessing these services.

Implementation data show a high proportion of caregivers (as compared to children) accessed emergency food, and suggest that families' need for additional food may be episodic. Service usage data collected from the two programs show that there is a high proportion of caregivers who accessed food resources as compared with children. The data do not suggest why this is the case, however it is notable that both grantees anticipated serving a higher proportion of children than were served. Data also suggest that families accessed food resources for periods of time when they were most in need, and that unmet food needs may be episodic for many families. Last, both programs should be on track to serve the number of individuals and provide the amount of food as projected in the next fiscal year.



Conclusion

Reviewing both Levy-wide and program area data for 2014-15 along with historical performance in the last Levy period shows the Levy making progress or doing well on many indicators, points to areas for improvements, and shows areas where more or better information is needed to draw conclusions.

Investment Goals

In order to meet all investment goals, the Levy will need to invest in culturally specific hunger relief programs, and increase investment in culturally specific child abuse prevention and intervention programs. Additional investments were made in 2015 and should help address these issues. If additional funding becomes available, PCL may consider directing future investment in culturally specific services in hunger relief and child abuse prevention and intervention.

Gathering Data on Demographic Variables

Requiring that all grantees report inclusive racial/ethnic identity for multi-racial/ethnic participants will provide a more complete picture of who is being served. Data collected from grantees who were able to report on this variable in 2014-15 showed the number of Native Americans and Pacific Islanders served doubled when counting both those who identify solely or in part Native American and Pacific Islander. It may be especially important to consider these data for populations where fewer people identify with only one race/ethnicity.

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

Service Access Equity

Across all Levy programs, historically underserved populations accessed programming in proportion to, or in excess of, the portion that the population 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. These data suggest that all grantees in particular program areas may need to develop additional strategies to better engage certain populations in services.

Program Area	Population with Access Disparity
Child Abuse	Multi-racial/ethnic
Early Childhood	Pacific Islander and Multi-racial/ethnic
Foster Care	Latino
Hunger	African American and Pacific Islander
Mentoring	Latino



Performance Metrics

Grantees in all program areas except hunger relief exceeded goals for numbers served. Grantees in hunger relief came close to meeting goals in the first year that these programs were funded. Programs in a start-up year often fall short of goals because it takes time to engage people in new services.

Participation in Levy programs was excellent with early exits at 6.6% and 80.2% of participants that received the minimum dosage. Grantees have steadily improved program participation since the Levy began collecting and analyzing this data. All program areas had similar percentages of participants receiving the minimum dosage. There was greater variation in early exit percentages with early childhood the lowest and child abuse prevention and intervention the highest. Early childhood has typically had the lowest early exit rate which may be due to the fact that some of the services offered, such as pre-school, are highly desirable. The change in how early exits were defined for child abuse prevention and intervention and intervention for child abuse still below 10%.

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

Staff turnover was slightly higher in 2014-15 as compared to the average percentage for the previous Levy period which may, in part, be due to an improving economy with more job opportunities. Staff turnover declined substantially in child abuse prevention and intervention and foster care as compared to 5-year averages in each program area. This is particularly good news because these programs work with a highly vulnerable population. Turnover increased substantially in early childhood. PCL anticipates that current efforts to support reflective supervision in early childhood, foster care and child abuse prevention and intervention programs will help decrease turnover in these program areas.

Comparing Program Enrollment and Participation by Population Group

Since this is the first year PCL has asked grantees to report these data, results should be considered with caution. PCL generally looks across multiple years of data to determine trends which often reveal whether one year's results were an aberration or typical. Across all Levy programs, the portion of participants of color who received the minimum dosage (74.5%) is greater than the portion of participants of color who enrolled in services (73%) indicating that programs successfully engaged and retained people of color in services. That said, there were small disparities for the African American and Multi-racial/ethnic population across all Levy programs. Small disparities for particular population groups, and for children of color as a whole are noted in the program area sections and will bear watching over time for patterns of disparities that need to be addressed.

Overall Progress on Levy-wide Goals

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

