

BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

**RESOLUTION NO. 2010-161**

Accepting the Portland Children's Levy Recommendation to Fund Collaboration Grant for Trauma Recovery Services for High Needs Families; and Offering Advice and Counsel to the City of Portland Concerning the Recommendations

**The Multnomah County Board of Commissioners Finds:**

- a. In 2002 the citizens of the City of Portland authorized a five-year property tax levy to fund proven children's programs within the City.
- b. In November 2008 voters approved a renewal of the local option property tax levy to continue supporting the Portland Children's Levy to make targeted investments in proven programs in early childhood, child abuse prevention and intervention, foster care, after-school and mentoring.
- c. In December 2008 the Allocation Committee of the Portland Children's Levy voted to set aside \$3 million for a Leverage Fund in an effort to leverage additional private and public resources to fund services in PCL's program areas.
- d. The Allocation Committee voted January 2010 to allocate \$500,000 of the Leverage Fund to support Collaboration Grants with the objective to seek and generate intentional collaborations with other funders to achieve a policy goal(s) in the Levy's five program areas by jointly funding services, capacity building, or improvements in service systems.
- e. In October 2010 the Portland Children's Levy awarded funds totaling \$100,000 (over three years) for a Collaboration Grant, in collaboration with the Bill and Melinda Gates Foundation, to Portland State University's Regional Research Institute for the Trauma Recovery Services for High Needs Families project.
- f. The City of Portland and Multnomah County entered into an Intergovernmental Agreement to make certain that the funds received from the Levy are allocated in a manner complementary with a coordinated and comprehensive plan, and to ensure accountability and equity throughout the system. As part of the agreement, the City of Portland created the Children's Levy Allocation Committee to provide citizen oversight of the Levy.
- g. Furthermore, the Board of County Commissioners, through its expertise and experience in children's policy and administration, provides the City Council with advice and counsel. In the past the Board has made recommendations regarding allocations for early childhood care and education, for child abuse prevention and intervention programs, services to support children in foster care and for after school and mentoring programs. The Board is now making recommendations to make additional investment in a child abuse prevention and intervention program.

**The Multnomah County Board of Commissioners Resolves:**

1. The Board accepts the attached recommendation and request from the Allocation Committee to fund a Collaboration Grant investment made through its Leverage Fund in the amount \$100,000 over three years for the Trauma Recovery Services for High Need Families project.
2. Furthermore, the Board recommends and forwards the attached Portland Children's Levy Allocation Committee Recommendation to the Portland City Council for its consideration.

ADOPTED this 18<sup>th</sup> day of November, 2010



BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

\_\_\_\_\_  
Jeff Cogen, Chair

REVIEWED:

HENRY H. LAZENBY, JR., COUNTY ATTORNEY  
FOR MULTNOMAH COUNTY, OREGON

By \_\_\_\_\_  
John S. Thomas, Deputy County Attorney

SUBMITTED BY:  
Commissioner Deborah Kafoury



## Request for Multnomah County Board Acceptance

### **Portland Children's Levy Background**

In November of 2002, Portland voters approved the Portland Children's Levy (PCL). In the fall of 2008, voters renewed the levy for another five years. The levy generates approximately \$13 million annually for early childhood, after-school and mentoring, child abuse prevention and intervention and foster care programs. Administrative costs for the fund are capped at 5% of revenues and the fund obtains annual audits to assure compliance with the administrative cap. A copy of the 2008 ballot language for the Children's Levy is attached as Exhibit A.

An Allocation Committee governs the PCL and grants funds to programs serving children and families residing in the City of Portland. The Allocation Committee is comprised of a City Commissioner (Dan Saltzman), a County Commissioner (Deborah Kafoury), a representative of the Portland Business Alliance (Ron Beltz), a citizen member appointed by the County Board (Adrienne Livingston), and a citizen member appointed by the City Council (Alissa Keny-Guyer).

### **Request for County Board Acceptance**

PCL is requesting that the Multnomah County Board of Commissioners accept the recommendation of the Allocation Committee to fund a Collaboration Grant investments made through its Leverage Fund in the amount \$100,000 over three years for the Trauma Recovery Services for High Need Families project, led by Portland State University's Regional Research Institute.

### **Leverage Fund Collaboration Grant Funding Process Background**

At the January 15, 2010 Allocation Committee meeting, the Committee voted to use \$500,000 of the Leverage Fund for Collaboration Grants. These grants are funder-initiated partnerships on projects in any of the five program areas. The Allocation Committee authorized formation of a Collaboration Committee to further define how the collaboration grant process would go forward. Staff and Committee member, Alissa Keny-Guyer, worked to assemble a committee of funders and individuals in the funding community to help seek out and develop projects for Collaboration Grants. Collaboration Committee members include: Alissa Keny-Guyer, Suk Rhee (Northwest Health Foundation), Mark Holloway (Social Venture Partners Portland), Howard Klink and Colin McCormack (United Way), and Sue Hildick (Chalkboard Project). Projects can include capacity building, service system improvements, or direct services.

## **Collaboration Grants Framework and Grant Guidelines**

The Collaboration Committee has met monthly since March to establish a framework for considering collaboration grant opportunities and to discuss potential collaboration projects. The committee's framework serves as a set of criteria for screening collaborative projects and deciding whether to recommend them to the Allocation Committee for funding. The full framework is attached as Exhibit B to this memo, and below is a quick overview:

- *Theory of Change:* consider system-improvements or capacity building efforts that are based on well-developed theory of change
- *Project Preferences:* support projects that can build capacity and lead to system improvement, particularly if projects could benefit existing Levy grants & grantees
- *Innovation/ Evidence of Learning:* seek projects that offer different or more robust lessons learned than Levy's other grants
- *Readiness of Project:* balance portfolio between projects with high momentum & due diligence by funders and projects with high potential but not yet with significant attention from funders
- *Leverage Potential:* weigh the amount & type of money and partnerships leveraged
- *Grant Size:* think of aiming for 4 – 5 funding relationships regardless of size

Apart from the Framework, there are a handful of other guidelines for the Collaboration Grants, including:

- Funded projects must include at least one other funder apart from the Children's Levy
- Eligible Activities:
  - Organizational capacity building: projects that improve the capacity for an organization(s) to deliver quality services;
  - System Improvement Efforts: activities that improve alignment among systems to make service utilization and/or service provision in our community more efficient and effective.
  - Program services: direct services to children/families: keeping in mind that 96% of the Levy's grant funds go toward direct services (approx \$12 million per year), staff recommends that the Collaboration Committee seek out projects that address capacity building or systems improvement.

## **Brief Summary of Trauma Recovery Services for High Need Families project**

- Portland State University's Regional Research Institute is the applicant, in partnership with Impact NW and Catholic Charities.
- Gates Foundation has agreed to provide \$225,000 of funding over three years (match of 2.25 : 1 for Levy dollars), conditioned on PSU raising local matching funds. Meyer Memorial Trust is also considering funding this project at \$225,000 over three years but will not decide for at least another month or two. Total potential leverage is 4.5: 1 for Levy.
- Project focuses on providing group psychotherapy and case management services to 30 chronically homeless mothers annually (for 3 years). The mothers have a history of trauma that has significantly impaired their ability to provide for and parent their children. The service model, Trauma Recovery Empowerment Model (TREM) is an evidence-based practice recognized by SAMHSA. The goal of the program is to increase

- The service population is families residing in 2 low-income housing sites in SE Portland, one run by Catholic Charities (Esperanza Court) and the other by Impact NW (Richmond Place). Those partner agencies and sites are involved with the Bridges to Housing project (which has received PCL funds in the past); the families to be served in this model have not been able to successfully engage in the Bridges program due to their extensive trauma histories and its impact on the mothers' lives, including major substance abuse or mental health issues.
- Partner agencies will provide housing and case management to the families (as they do with all Bridges families); Portland State University's Regional Research Institute would provide the TREM model with support from the School of Social Work.
- PSU will also provide training regarding trauma-informed service delivery to partner agencies, and to other agencies who have a role in the families lives, building local capacity among service agencies to provide trauma-informed services.

The Collaboration Committee screened this project against its framework, and it met all criteria as follows:

- TREM model offers a strong and proven Theory of Change; moreover, the capacity building with partner agencies will allow PSU to work with partners to assess their own trauma-informed service delivery and monitor their effectiveness toward that end.
- Project builds service effectiveness capacity of two current Levy grantees (and builds on the lessons learned from past grantee); has attracted Gates & Meyer attention and Gates investment because of an interest to learn better how to serve high-needs families.
- Project will pilot an evidence-based practice that has not been offered in Portland, providing several opportunities for learning and capacity building among other service systems involved with the families (housing, mental health, AOD, and child welfare).
- Much attention has been paid locally to "trauma-informed services" for children, but that same attention has not been directed toward their parents. This project marries both methods and helps stabilize families from both angles.
- Gates funding toward this project is contingent on funding from the Levy (or Meyer Memorial Trust), so this is a true leverage opportunity. In addition, for PSU, this relationship means being part of a distinguished community of grant recipients and a larger network of Gates community grants, in which there are explicit goals regarding sharing lessons learned among grantees and communities. For PCL, this means more opportunities to leverage Gates' due diligence, lessons learned from their grantmaking, and their actual dollars.

## **Exhibit A: 2008 Children's Levy Ballot Measure**

### **Measure 26-94**

Renew five-year levy for Children's Investment Fund

#### **Question**

Shall Portland continue supporting child abuse prevention, foster children, early childhood, after-school programs, renewing five-year levy starting 2009? This measure may cause property taxes to increase by more than 3 percent.

#### **Summary**

Measure would continue financing Children's Investment Fund to support proven programs designed to help children arrive at school ready to learn, provide safe and constructive after-school alternatives for kids, helps foster children and prevent child abuse and neglect and family violence.

This Children's Investment Fund can only be used for:

- Child abuse prevention and intervention, addressing juvenile crime, school failure, drug and alcohol abuse and homeless youth.
- Early childhood programs making childcare more affordable and prepare children for success in school.
- After-school, summer and mentoring programs: promoting academic achievement, reducing the number of juveniles victimized by crime and increasing graduation rates.
- Children in foster care programs: helping foster children succeed who have been abused and neglected.

Accountability measures include:

- Programs funded must be cost effective and have a proven record of success.
- Investment fund subject to oversight by a citizen committee
- Investment fund subject to annual audits.
- Administrative costs cannot exceed 5 percent.

Levy is \$0.4026 per \$1,000 of assessed property value and produces an estimated \$14 million per year for five years.

## **EXHIBIT B: Collaboration Grants Funding Framework**

### **Portland Children' Levy**

***Theory of Change-*** consider system-improvements or capacity building efforts that are based on well-developed theory of change

- shift the balance of power in “systems:” support people outside “systems” to become involved within them (i.e. voices in decision-making) and challenge the “system” status quo by working with people within the “system” to make change (i.e. improve outcomes)
- seek or develop models where consumers are clearly involved in design & oversight
- assure that funded projects have articulated their theory of change
- emphasize system “improvements” because “change” takes longer than funding available

***Project Preferences-*** support projects that can build capacity and lead to system improvement, particularly if projects could benefit existing Levy grants & grantee organizations

- support capacity building with culturally specific organizations
- identify what it is about culturally specific organizations that we want to support-differentiate that it's not just about outcomes but also about balance of power
- support direct service projects with high opportunity for learning/contribution to field
- consider projects addressing health/dental health or parent involvement; areas that are related to Levy's main program areas but not typically part of funded grants

***Innovation/ Evidence of Learning-*** seek projects that offer different or more robust lessons learned than Levy's other grants

- ask selves, “what is different about this project? what can we learn by doing this? how is it different than business as usual? how will this contribute to current knowledge?”
- award all funds in next 2 years; use remaining 2 years of Levy for committee to reflect on lessons learned from projects. Use evidence of learning to argue for more money from future Levy for deliberate funder collaboration purposes.

***Readiness of Project-*** balance portfolio between projects with high momentum & due diligence by funders and projects with high potential but not yet with significant attention from funders

- invest in what is in motion with other funders; select pieces that fit our preferences
- understand how funders made the case to each other about a need, and how they've worked and thought together in their approach to the project
- allow or encourage funder(s) to bring projects they couldn't afford to fund but that were deemed of interest to the funder(s); pursue as collaboration possibilities
- funder-initiated projects only (and evidence of that); not provider requests
- develop projects likely to succeed but yet to gain mass of funder support and attention

***Leverage Potential-*** weigh the amount & type of money & partnerships that project(s) leverage

***Grant Size-*** rather than constrict # of grants, think of aiming for 4 – 5 funding relationships

- issue fewer and larger grants
- consider smaller grants if potential for system improvement and capacity increase could leverage more investment and/or yield other large impacts in the future

***Funding Guidelines--*** stipulations for these funds currently include:

- Funded projects must include at least one other funder apart from the Children's Levy
- Total Funds Available (\$500,000): based on limited administrative capacity of the Levy, staff recommends that this total be used for no more than 4 - 5 grants.
- Eligible Activities:
  - Organizational capacity building: projects that improve the capacity for an organization(s) to deliver quality services;
  - System Improvement Efforts: activities that improve alignment among systems to make service utilization and/or service provision in our community more efficient and effective.
  - Program services: direct services to children/families: keeping in mind that 96% of the Levy's grant funds go toward direct services (approx \$12 million per year), staff recommends that the Collaboration Committee seek out projects that address capacity building or systems improvement.
- Program areas of the Levy: funds must be spent per the Levy ballot language in any of the following 5 program areas: Early Childhood, Child Abuse Prevention/Intervention, Foster Care, Mentoring and After School.
- Time Periods of Grants: grants can be for multiple years throughout the life of the current levy (until June 30, 2014) and there is no minimum time period for the grants.
- Match Ratio: no requirements were provided as to the ratio of match between Levy funds and other funders' contributions for individual grants.
- City of Portland residents- in any Collaboration Grant project, Levy funds can only be used toward the portion of the project that benefits or directly serves City of Portland residents.
- Involvement of "Applicants" or "Beneficiaries"- depending on the nature of the collaborative project, Levy and the other funding partners, along with input from prospective entities to be funded, would negotiate scopes of work to be performed under the collaboration grants.