

Updated: March 16, 2007

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I. **Priority – Result to be realized, as expressed by citizens**

I want all children in Multnomah County to succeed in school

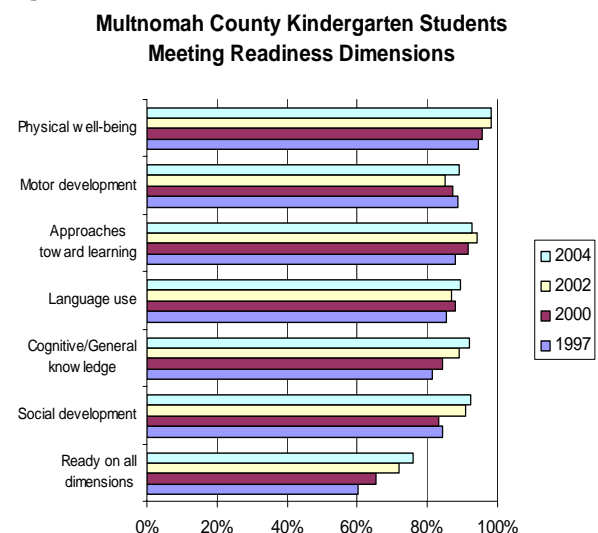
II. **Indicators of Success – How the County will know if progress is being made on the result**

While the indicators are dependent on data collected from public school districts in Multnomah County, it is important to stress that the intent is that ALL youth in Multnomah County will succeed regardless of the setting in which they receive their education. The information provided by these measures will be more compelling and provide a more accurate picture of what is occurring for individual students within a specific educational setting.

1. **Percentage of entering kindergarten students who meet specific developmental standards for their age¹**

It is essential to determine whether kindergarten students are developmentally ready and identify gaps and barriers that inhibit all children from being prepared to learn. Currently voluntary assessments are conducted bi-annually. The team recommends Multnomah County partner with the school districts to make it an annual mandatory measure for all schools.

Source: Oregon Dept of Education



¹ The 2006 Readiness to Learn survey is currently underway, making 2004 the most current year. ODE makes the following cautions about use of this measure: "Comparable groups of children are needed to make a claim about the percent increase in children meeting all Developmental Dimensions over time... The survey results give a point-in-time picture of children attending Kindergarten. Cautious commentary should be used when making statements about progress from one survey to another."

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2. Percentage of students at 3rd, 5th, 8th, and 10th grade that meet or exceed standards on state assessments (reading and math)

Currently students are tested at grades 3, 5, 8 and 10. These tests are used to determine individual students' mastery of a specific subject. These results are also used to benchmark a school's performance.

Reading Standards

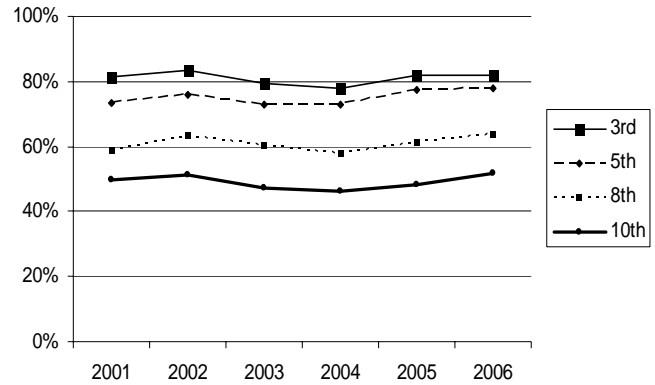
Over the past six years, the percent of Multnomah County students in grades 3, 5, 8, and 10 who meet standards in reading has vacillated. In 2006, the percent of students meeting standards in 8th and 10th grade was up, while other grades were level.

Math Standards

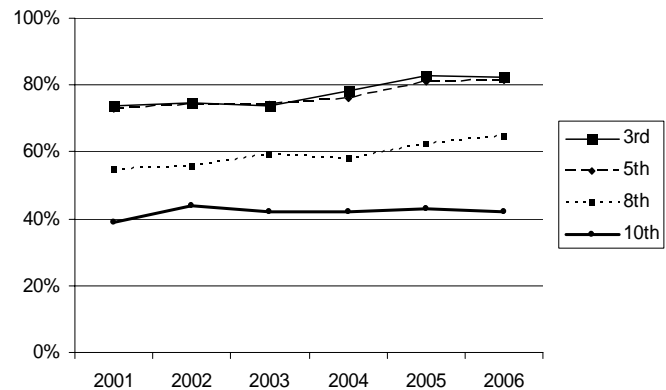
Multnomah County 3rd and 5th grade scores are roughly the same, so distinct trend lines are not able to be seen in the chart. The percent of students meeting standards was up in 8th grade and level in all other grades.

Source: Oregon Department of Education

3rd, 5th, 8th, and 10th Grade Students Meeting or Exceeding Standards in Reading (Countywide)



3rd, 5th, 8th, and 10th Grade Students Meeting or Exceeding Standards in Math (Countywide)



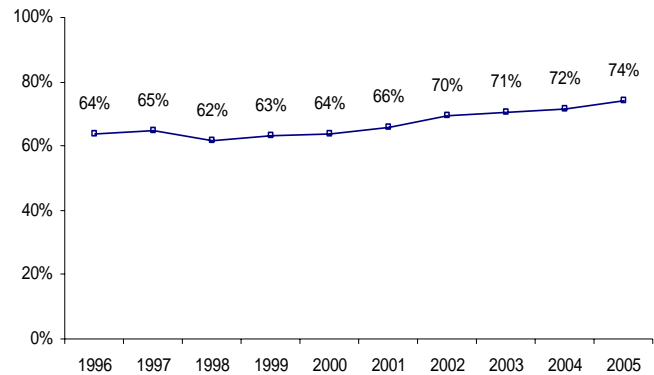
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3. Four-Year Graduation Rate

The graduation rate is a formula (number of graduates divided by the number of graduates plus number of drop-outs) which counts all of the kids who graduate from the 12th grade or who get their GED; however the number of kids who have dropped out before reaching the 12th grade reduces the completion rate. The team believes this is the best measure for reporting school retention and student completion. The traditional 12th grade graduation rate only reports those kids who started and completed 12th grade. It does not capture the drop out rate occurring before a student enters 12th grade. The data for Oregon continues to show that the highest number of students drop out between 9th and 10th grade.

The graduation rate in Multnomah County increased 13% over the past five years, 17% over the last ten years.

**High School Graduation Rate
All Multnomah County School Districts**



Source: Oregon Dept of Education

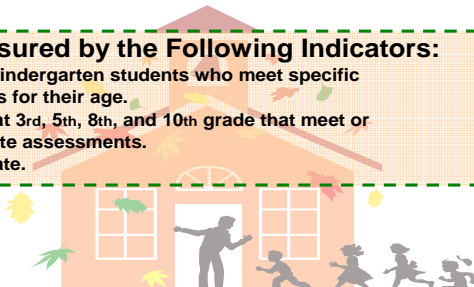
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III. Map of key factors – “Cause-effect map of factors that influence / produce the result”

I want all children in Multnomah County to succeed in school!

As Measured by the Following Indicators:

1. Percentage of entering kindergarten students who meet specific developmental standards for their age.
2. Percentage of students at 3rd, 5th, 8th, and 10th grade that meet or exceed standards on state assessments.
3. Four-Year Graduation Rate.



+ Ensuring & Developing Success in School Completion (4th Factor)

H *Broad range of learning opportunities (i.e. journalism, art, drama, sports,
i vocational and technical training)

^g *Caring, committed staff

***Student commitment** (responsible and motivated)

M *Community involvement (Business, Non-profits, Government, Faith
e Communities)

*Advanced learning opportunities

*Extracurricular activities

*Schools that allow for parental input, involvement and investment

L o w *Access to information

+ Basic Education "The Three R's" (3rd Factor)

*Leadership/Principal

*Competent Teachers

*Diverse classrooms

M *Rigorous and relevant curriculum

*Buildings, books, and teaching materials

*Safe school environment

*Reasonable classroom size

*Teachers reflective of population

- **Gaps and Barriers (2nd Factor)**

H *Student and Family Mobility

i *Addictions

g *Disability

*Presence of Criminal Activity at home

L *Transportation

*Poor Coordination Between Schools & Social Service Systems

***Poor Tracking & Analysis of Students Between School Districts**

+ Prepared to Learn at All Ages (1st Factor)

*Ready
Parents/
Caregivers

*Basic Needs

*Food, stable housing, clothing

***Physical Health**

***Mental Health** (social & emotional well being)

*Language & Literacy

*Cognition & Learning Approach

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The Education map illustrates the most important factors that result in “all children in Multnomah County succeeding in school.” All three policy frameworks adopted by the Board of County Commissioners are strongly supported through this factor map. The Early Childhood Framework supports the priority placed on the first and second factors and provides additional successful strategies to meet the needs of children and their families. Once children enter school, the School Age Policy Framework further describes strategies for school-based and school linked service approaches to address many of the factors identified here. Finally, the Poverty Elimination Framework is underscored in all of the factors identified.

Factor 1: Prepared to Learn at All Ages

Experts and research agree that preparing children to learn is the most crucial factor in the success of all students in Multnomah County. A child’s readiness to learn is multi-dimensional and the importance of the causal factors change based on the age of the student. However, one factor, “ready parents (caregivers),” is ranked high throughout the student’s school experience. Ready parents (caregivers) as defined in the report, “Children’s Readiness to Learn: Strategies for Improvement,” are parents who are “knowledgeable about the importance of their role in child development” and are “supported in their efforts to provide their children with responsive, consistent, and nurturing care, appropriate stimulation and safe/stable environment.”

While recognizing the importance of language and literacy, a child’s basic needs have to be addressed before he/she can focus on education. Once a child’s basic needs are met, it is imperative that the child learn to read at grade level by third grade. Research shows that it is increasingly more difficult for children to make up for lost learning after the third grade.

Factor 2: Gaps and Barriers

Gaps and barriers are those factors that negatively influence all of the other factors, impeding a child’s ability to enter school ready to learn, the student’s ability to succeed throughout his/her academic career, and the parents’ or caregivers’ ability to support their children.

Family mobility, family or student addiction, criminal activity, health problems, language barriers, and a host of other issues can be barriers that interrupt the student’s educational experience. In fact, the 2004-2005 School Year Report produced by the School Efficiency and Quality Advisory Council reports that Limited English Proficiency, Poverty, and Mobility are three significant factors that affect student achievement. As a result, families, schools, and communities must work together to support these students and address the barriers. If left unattended, these students become less likely to succeed in school.

Factor 3: Basic Education

The sub-factors within “Basic Education” are largely controlled by the school districts. Multnomah County may influence the sub-factors, but the final decision-making belongs with the districts. Despite the County’s limited influence on this

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sub-factor, it has been included in the map because it is a pivotal factor in the overall scope of academic success. Basic education provides for the three fundamentals in education: reading, writing, and arithmetic and are the identified cornerstones of all students' educational experience. When reviewing the literature and in discussions with the experts, all believed that the principal and teacher are crucial to children succeeding. In addition, most experts believed that having teachers who are committed and caring coupled with the ability to teach subject matter to a wide range of students was more important than having a teacher who was reflective of the student population. The ability to create an individual learning experience based on the specific needs of each student is invaluable to both the success of individual students and in creating an environment that is responsive to student ability.

Over the years, research has been conducted on other factors that contribute and detract from the learning experience. The research on classroom size is inconclusive except for its importance in a child's early school experience. Reasonable classroom size is most critical for grades K – 3. Research reveals that students who are in smaller classrooms during those years fare better in larger classrooms later on in their school experience than those who were always in larger classrooms. The team ranked classroom size low as a sub-factor, but recognizes its ranking for K-3 should be high.

Factor 4: Ensuring and Developing Success in School Completion

Providing a rigorous and relevant curriculum and access to caring and committed adults is an essential factor in basic education, which overlaps into ensuring and developing successful students. Many of the factors in this area—broad academic offerings, advanced learning opportunities, extracurricular activities—are often what make school rigorous and relevant. Students also bear some responsibility for their academic success. They cannot succeed in school if they are not attending or are not fully engaged as an active participant in their learning while in school. Caring and committed teachers, staff and community members teaching, providing or supporting these programs are essential to student success. The importance of providing opportunities for students to connect and establish relationships with adults is a critical element in the student's life. In addition, youth report that having both an opportunity to contribute to the community and high expectations of them by adults is important to their success.

Assisting youth to succeed both in school and upon completion of school requires a broad range of academic offerings and advanced learning opportunities. Challenging the student throughout the academic experience reinforces the notion of success. Offering a range of classes provides the student with the opportunity to experience a wide spectrum of life and expose them to the range of possibilities that await them as they complete their high school experience.

IV. Selection Strategies and Request for Offers – *Focused choices to realize results*

The Education team had considerable discussion about each of the factors and the five strategies. We are looking for program offers that support one or more of the strategies. Departments should consider the information below when preparing their program offers.

We expect all program offers to:

- Provide geographic and demographic needs of the clients being served.
- Identify partnerships and clarify the role of Multnomah County within programs.
- Ensure that services are not being duplicated within or outside of the County.

Strategy 1: Ensure the basic needs of children are met as they relate to school success

Children who are hungry, who are unable to see the chalkboard or hear the teacher, who attend school sporadically due to unstable housing situations, must have their basic physical needs addressed in order to clear the path for school readiness and success. Likewise, there are less visible emotional and cognitive challenges within the child or the child's family, which are obstacles to academic success as fundamental as an empty stomach. We feel there is a strong role for the County to play in identifying and providing services to children and their families where developmental, emotional, social, and material challenges are a barrier to school success.

We are looking for Program Offers that:

- Provide food, housing, or clothing for children whose lack of these necessities *significantly impedes their school success*.
- Identify and support children and families whose developmental, physical, or emotional challenges may limit the child's academic success.
- Mitigate the educational impacts of unstable housing by providing access to a stable school situation (e.g. transportation support, continued school attendance during periods of transition, etc).

Strategy 2: Prepare children to learn, either directly or by assisting parents and caregivers.

All children should enter school ready to learn. Lack of school readiness can be due to: low parental literacy, language and cultural barriers and reduced access to educational and stimulating cultural activities. Studies show² those who have early learning opportunities enter kindergarten prepared to do better academically. Multnomah County does not have direct control over the quality or type of instruction students experience but there is an appropriate role for the County in ensuring our most vulnerable children

² Getting Smarter, Becoming Fairer, 2005

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and their caregivers have the resources they need to set children on a path to academic success.

We are looking for Program Offers that:

- Support and educate parents and caregivers in preparing children to learn and succeed in school.
- Enhance the quality of the educational and social experiences of children in childcare situations.
- Improve the ability of limited English proficiency children and their caregivers to have positive school experiences.

Strategy 3: Promote reading at grade level by third grade

According to a survey released in August 2004, commissioned by TD Waterhouse USA “a majority of respondents (51%) consider reading to be the most important skill in a child’s development, more essential than listening (30%), speaking (12%), and writing (4%).

Furthermore, the lack of access to books was recognized as the leading cause of illiteracy in children by one out of five Americans (20%). In fact, according to the U.S. Department of Education, 61% of low-income families have no books in their homes for children. Additionally, over 80% of the preschool and after-school programs serving at-risk children have no books at all.”

According to the report “Educational Success for Youth,” prepared for the Portland Multnomah Progress Board and the Commission on Children, Families and Community, “...many studies have documented the impact on subsequent educational success of engaging children early in elementary school and ensuring that they can read by 3rd grade.” Among the report’s eight key strategies is: “Marshal resources within and outside of schools to ensure that all children read at grade level by the third grade. If we do nothing else, the research suggests that this would be the most cost-effective investment we could make as a community in increasing educational success.”

We are looking for Program Offers that:

- Promote parent and caregiver literacy.
- Provide reading materials and outreach to caregivers and children especially those children at risk of not reading at grade level by third grade.
- Provide daily, year-round experiences and opportunities for children to participate in developmentally appropriate activities that promote reading success.
- Provide opportunities for adults, other children, or youth to mentor young readers.

Strategy 4: Promote student performance beyond the fifth grade targeting students who are performing below standards

While all of the evidence and research is clear on the importance of early childhood development and learning readiness in academic success, in Multnomah County it is also evident that children may succeed in elementary school, with a marked decline in performance once they enter middle school. The 2004-2005 School Year Report produced by the School Efficiency and Quality Advisory Council notes that the percentage of Multnomah County students who meet or exceed the reading benchmark goes from 73% at 5th grade, to 58% at 8th, and 46% at 10th. The research does not point to any one factor causing this decline for kids who were succeeding at grade level prior to middle school. However, the approach taken by the School Age Policy Framework and other educational research agree on the importance of supportive adult relationships between parent and child, and between the child and teacher, coach, staff, mentor, or other involved community member. It is essential throughout the child's academic life that they know that someone expects them to succeed and will support them in doing so. Expecting that all students want, need and have access to a rigorous curriculum is also important. Finally, the academic offerings, extracurricular activities or vocational training must be relevant to students' lives.

We are looking for Program Offers that:

- Foster supportive, enduring relationships that enhance the student's resilience and engagement in school.
- Support academic success by ensuring students' access to positive learning and social opportunities beyond the school day.
- Provide leadership opportunities that motivate students to develop and achieve their own intellectual, vocational, and personal goals as a means to academic success.

Strategy 5: Bridge the gaps and breakdown the barriers to help all youth attend, engage, and succeed in school.

We know that young people need to experience success, curiosity, and originality to succeed.³ We also know that some of the common reasons that students don't attend school are: classes were boring or irrelevant; relationships with teachers and other students were lacking; students were in trouble either in or out of school.⁴ Data shows that students involved in service-learning, hands on learning which connects academic content to real world problems through service and community involvement, outperform their counterparts. Because of events in some youths' lives- poverty, violence, drug abuse, etc- some students have dropped out and are failing in our system. To improve their opportunities, and mitigate social problems that result from youth who drop out of

³ Northwest Regional Education Labs: Presentation on December 19th, 2006 by Bob Rayborn Director of Research and Analysis.

⁴ As reported by Amy Spring, Assistant Director Portland State University Center for Academic Success, December 12, 2006.

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school, we need to help youth finish their education. Young people themselves report that the importance of one relationship was enough to motivate them to attend school and work hard to succeed.⁵ Offers should work to engage and motivate students who are in school and re-engage youth who have dropped out of school. Specifically,

We are looking for Program Offers that:

- Promote civic engagement and academic success by providing students, supported by adults, with opportunities to create youth-driven projects that address real world concerns.
- Help students return to and graduate from high school or earn a diploma or its equivalent through alternative educational avenues.

⁵ Multnomah Youth Commission focus group held December 10, 2006.

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V. Program Rankings



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Program #	Name	Dept	Rank	Score	Votes Received		
					H	M	L
40024A	School Based Health Centers-High Schools	HD	1	24	8	0	0
25145A	SUN Community Schools	DCHS	2	23	7	1	0
10033A	Child Care Quality	NonD	2	23	7	1	0
25076	School Based Mental Health Services	DCHS	4	22	6	2	0
40013A	Early Childhood Srvs for First Time Parents	HD	4	22	6	2	0
40013B	Early Childhood Srvs for High Risk Prenatal	HD	4	22	6	2	0
80004	Juvenile Justice Outreach	LIB	4	22	6	2	0
25147A	SUN Service System: Touchstone	DCHS	8	21	5	3	0
40013C	Early Childhood Srvs High Risk Infants and Children...	HD	8	21	5	3	0
40014	Immunization	HD	8	21	5	3	0
80005	Books 2 U	LIB	8	21	5	3	0
25145B	SUN Community Schools 21st Century Backfill	DCHS	12	20	5	2	1
25155	SUN Service System: Services for Sexual Minority Youth...	DCHS	13	19	3	5	0
80006	Early Childhood Resources	LIB	13	19	3	5	0
40015	Lead Poisoning Prevention	HD	15	17	2	5	1
25128	Teen Parent & Pregnancy Prevention	DCHS	16	15	1	5	2
25149	SUN Svc Sys: Social and Support Svcs for Educational Success...	DCHS	16	15	1	5	2
25151	SUN Service System: Child Development Services	DCHS	16	15	1	5	2
25157	SUN Service System: Standards Based Tutoring	DCHS	16	15	1	5	2
80003	School Corps	LIB	20	14	2	2	4
40025	Student's Today Aren't Ready for Sex (STARS)	HD	21	13	2	1	5

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Program #	Name	Dept	Rank	Score	Votes Received		
					H	M	L
40024B	School Based Health Centers-Middle & Elementary Schools...	HD	22	12	1	2	5
25147B	SUN Service System: Touchstone: Full Staffing at all 41 Schools...	DCHS	23	12	0	4	4
25041	Domestic Violence Prevention for School-aged Children...	DCHS	24	10	0	2	6
25145C	SUN Community Schools Expansion	DCHS	24	10	0	2	6
25147C	SUN Service System: Touchstone: Billable Services Capacity...	DCHS	26	8	0	0	8
25154	SUN Service System: Gender Specific Service Training...	DCHS	26	8	0	0	8
10021	County School Fund	NonD	26	8	0	0	8
10036	Multnomah County Schools	NonD	26	8	0	0	8

= Programs that received a high/low vote disparity

VI. Program Ranking Discussion

Results

The Education Outcome Team received 29 program offers this year and out of those the team only reached 100% agreement on 5 offers. The team was able to agree on whether 69% of all offers were either med-high priorities or med-low priorities. We feel confident that our rankings reflect honest variations in opinion and understanding of individual programs that would exist amongst citizens generally. Additionally, those program offers on which the team did have split votes (team members voting high and low) fell within the teams aggregated medium priority offers. Split votes (high & low) seem consistent with our team ranking for these offers. Two program offers received split votes yet fell into our aggregated low priority area, this is concerning since we strived to respect all voices and come to agreement whenever possible. We paid special attention to program offers that were ranked low by the team yet high by at least one member. After significant discussion, we determined these two program offers (40025 Student's Today Aren't Ready for Sex and 40024B School Based Health Centers- Middle & Elementary Schools) maintained split votes between team members because of significant policy questions that we will discuss later in this report.

Process

Education Outcome Team members received training from the County Budget office on how to read a program offer, what makes a good performance measure and how to use the ranking tool. Once program offers were released team members read them individually and then met to discuss their questions and concerns. The Education Team generated questions for Department Directors and forwarded their concerns to the Department Directors so they could better prepare their presentations and explain their

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program offers to the team. Additionally, the team encouraged Directors to bring line staff and managers to help explain specific questions about individual program offers. After meeting with each Department that submitted program offers, team members reread program offers (as many were revised) and ranked the offers individually. The Multnomah Youth Commission ranked the Education Program Offers separately and provided their feedback, from a youth/student perspective, to team members. This was important, as the team had agreed that those most impacted by the programs within our priority area should have more voice in the process. As with all information received by the team this became part of our decision process but team members ranked offers based on their understanding of how offers contributed to our indicators and strategies. We met once as a team to discuss our rankings, eliminate any misunderstanding or misinformation, and hopefully bring the team to a greater level of consensus. After this meeting the team re-ranked offers and we were satisfied that the variance that remained was normal and instructive. Those rankings are included in this report.

Discussion

The team tried to base its rankings as closely to the Education Priority Map and Indicators as possible. In addition, we placed a high value on program offers that had clear and easily explained performance measures, which would be assumed to have a positive impact on educational success. A majority of the discussion that occurred and the variance in voting which remains was created by program offers that were clearly important and providing meaningful service but for which the Department had not provided meaningful measures of the performance and impact of those services. This was a consistent and recurrent theme in our discussion and seems to point to a need for more in depth assistance, countywide, for how we track our progress and program performance.

Our team spent a great deal of time discussing and trying to understand the package of SUN Service System offers within the Education Priority Area. Over one-third of all offers in the Education Priority Area are part of the SUN Service System. Team members were impressed with many of the services and stated outcomes of individual program offers. Additionally, it was helpful to have all the program offers within this system of care identified as part of the SUN Service System. These offers also received more scrutiny because we were able to not only rank them against all Education offers but also against offers within the SUN Service System. It was not always clear exactly how services differed or why a set of similar services existed within two very distinct programs (the Touchstone and SSSS programs were especially difficult to separate and understand how they differed). It could be helpful for future budget cycles to describe the populations served by this system. Individual programs could then describe what services are offered to which segments of the full SUN Service System clientele. Otherwise, it is difficult to know if we are duplicating efforts across services and clients.

VII. Policy Issues

Ultimately, the Board of County Commissioners must undertake the arduous job of choosing excellent programs over great programs. As a team we were struck by the quality of work being done throughout the County and were able to rank without fear of impacts to vulnerable citizens receiving services and dedicated employees providing those services. We do not envy the Board's task. Unfortunately, we do not have unlimited funding and therefore the decision to fund one program over another must be made and should be based on strong policy guidance and direction. We hope by sharing some of the salient policy issues we have discovered during our work, the Board's task may be slightly easier.

Geographic Equity and Staff Capacity

Several offers, notably 25076-School Based Mental Health Services; 25145A-SUN Community Schools, and 25147A-SUN Service System: Touchstone, demonstrate clear policy decisions regarding where and in how many locations we site county services throughout the county. In reviewing program offers and meeting with Departments it became clear to us that choosing to serve a broad geographic area has led, due to previous budget cuts, in fewer staff providing the same or increasing levels of services to a wider area. One case in point, school-based mental health consultants currently serve 25 schools with just under 12FTE. It was noted that average caseloads for these staff are close to 75 clients. As staff capacity is stretched their ability to reach the stated performance targets within their program offer may become limited or significantly reduced.

Most Appropriate County Role

County services may meet existing community need and have strong outcomes and performance data but this does not mean the County is the most appropriate service provider. Program offers 40024B-School Based Health Centers- Middle & Elementary Schools; 40025 Student's Today Aren't Ready for Sex; and 25154-SUN Service System: Gender Specific Service Training were offers that the team felt were strong programs but could be provided by outside partners. Specifically, the team questioned whether the County's priorities were best met by investing in School Based Health Centers in Middle & Elementary schools when the data shows that these clinics see half the number of clients and their clients report less of a pressing need for services than their high school counterparts. Legal restrictions on the type of services that clinic staff can provide to these students without parent permission also presented limitations. Furthermore, the team wondered whether the Multnomah Educational Service District would be a more appropriate service provider for non-sensitive health services as they provide school nurses for many schools in the County. By ensuring the County provides the highest quality service in the areas where we are the best service provider ensures we achieve positive outcomes. In this case, it would allow us to reduce our general fund obligations or increase our investment in other areas of need like expanding school based health centers to high schools with high need.

Data Collection and Revenue Agreement

Arguably the most direct factor of a student's success is the quality of their education and educational environment. The County, rightfully so, has provided tens of millions of dollars to support local school districts so together we can achieve the education outcomes everyone in our community desires. One consistent theme from programs that worked in schools, as they described their performance measures, was the difficulty of gathering education performance data on their clients and developing performance measures for their program that schools could easily report. If the County is going to require that programs prove their effectiveness by measuring performance we must work with our external partners to ensure those programs have access to the data they need to meet this requirement. One example in this area is program offer 10036 Multnomah County Schools that would transfer 5 million ITAX dollars to local schools without any requirement or stated performance measures attached to those dollars. Finally, the Education Outcome Team noticed many strong programs that provide services to schools but generate no revenue income. Offers like 80003 School Corps should explore ways to generate even small amounts of income from those schools that rely on the County as their school-based library services. Offers like 25076 School Based Mental Health Services and 40024A&B School Based Health Centers- High Schools & Middle and Elementary Schools could look to expand the support they currently receive and move towards the SUN Community Schools model which is working to have community partners who benefit from County services become co-owners of those services.