

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

RESOLUTION NO. 2011-040

Accepting the Portland Children's Levy Recommendation to Fund Collaboration Grants and Guidance 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 February 2011 the Portland Children's Levy awarded funds totaling \$150,000 (over three years) for Collaboration Grants to five initiatives.
- 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 guidance. 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 investments in collaboration grants to achieve a policy goal(s) in the Levy's five program areas by jointly funding services, capacity building, or improvements in service systems.

The Multnomah County Board of Commissioners Resolves:

1. The Board accepts the attached recommendation and request from the Portland Children's Levy for investments in collaboration grants to achieve a policy goal(s) in the

Levy's five program areas by jointly funding services, capacity building, or improvements in service systems.

2. Furthermore, the Board forwards the recommendation, with its own recommendation for adoption, to the Portland City Council for its consideration.

ADOPTED this 21st day of April, 2011



BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON



Jeff Cogen, Chair

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

By 

Henry H. Lazenby, Jr., County Attorney

SUBMITTED BY: Commissioner Deborah Kafoury, District 1.

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.

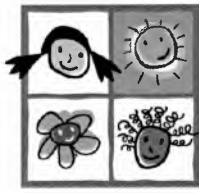
This Children's Investment Fund can only be used for:

- 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.



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**portland
 children's
 levy**

Exhibit B: Leverage Fund Collaboration Grant Awards and Portfolio Rationale

Project Name & Description	Funding Recommendation
<p>Parenting Education System, Metro Region (Oregon Community Foundation)</p> <p>OCF issued an RFP to hire a consultant to examine the interest, viability and options for models of a coordinated parenting education system in the metro region (Clackamas, Multnomah, Washington counties). Research and report would be completed in 6 months, beginning March 1. Research would include looking at parenting education gaps & overlap in services, what providers would want from a coordinated system, and options for how a system might be designed and function in the metro area. Research methods are to include literature review of parent education system models, anonymous surveys of providers & stakeholders, focus groups and interview with providers and key leaders. Constituencies that must be consulted (at minimum) are: providers, communities of color, stakeholders (e.g. courts, child welfare, schools), medical practioners, related public agencies.</p>	<p>Total Project Cost: \$65,000 for 6 months.</p> <p>Match Funders: OCF covering majority of cost, SVPP contributing \$5,000.</p> <p>PCL Funding Recommendation: Provide \$5k to match SVPP contribution and to contribute to OCF effort.</p>
<p>Earl Boyles Early Learning Demonstration Project (Children's Institute)</p> <p>Planning process to examine the feasibility of and a model for early childhood services to follow children in Earl Boyles Elementary school catchment from birth into 3rd grade at the school, connecting early childhood services with the elementary school. Key components of planning process involve researching what early childhood services currently exist in the area, looking into options to better to coordinate them, designing a model for 0 -3 service delivery, planning to establish a preschool on the campus, and devising how aligned services from 0 – 3 to preschool to kindergarten through 3rd grade could reduce achievement gap.</p>	<p>Total Project Cost: \$345,000 for 1 year</p> <p>Match Funders: Matching grant from Oscar G. and Elsa S. Mayer Family Foundation. Other funders include: \$50,000 from Maybelle Clark Macdonald Fund, \$50,000 from Meyer Memorial Trust, \$35,000 from Annie E. Casey Foundation, \$40,000 from Individual Donors.</p> <p>PCL Funding Recommendation: Provide \$20,000 total to leverage \$20,000 matching grant from Mayer Family Foundation.</p>
<p>Cradle to Career (Portland Schools Foundation)</p> <p>Strategic effort to build alignment between systems (e.g. Early Childhood Care & Education, Schools, Out-of-School Time, Higher Education) that support children to be ready for, achieve at, remain in, graduate from school and be successful entering the workforce. Emphasis on using data and indicators to support successful programs and interventions and to monitor progress of efforts.</p>	<p>Total project cost: \$1.8 million over 3 years</p> <p>Match Funders: \$100,000 over 2 years from Living Cities, \$25,000 from Wieden & Kennedy, \$25,000 from Paul G. Allen Family Foundation, \$50,000 from other City of Portland funds,</p>

	<p>\$50,000 from individual donors, and \$5,000 from NW Natural.</p> <p>PCL Funding Recommendation: Provide \$100k over 2 years to leverage additional match for first 2 years of project.</p>
<p>Building Parent Capacity & Leadership for School Involvement (Latino Network and the Black Parent Initiative-BPI)</p> <p><u>Latino Network summary:</u> Provide 30 parents/year total at Rigler & Harvey Scott Elementary with leadership skills and knowledge to advocate for children's educational needs in schools and to serve in school involvement processes at school, addressing topics such as: school and parent responsibilities in educating children, building positive parent-child communication, relationship between children's self-esteem and school success, getting to know the school system, and more. Offers 8 monthly courses, 2 hours per session, throughout school year.</p> <p><u>The Black Parent Initiative (BPI) summary:</u> Project would enhance organization's current Parent University courses & services to offer courses focused on development parents' leadership skills and knowledge in topics such as: No Child Left Behind, Understanding the Oregon Assessment of Knowledge and Skills, What "Proficiency" Means for my child, and more. Project currently serves approximately 250 parents per year; these courses would be made available to all parents in Parent University. Estimated number of parents that would participate in those courses ranges from 30 – 50 per year. Offers a menu of quarterly courses ranging from 3 sessions to 6 sessions depending on topic, 2 hours per session.</p> <p>In addition, both organizations would participate together in a legislative advocacy training day in Salem sponsored by the Chalkboard Project.</p>	<p>Total Project cost: Latino Network: \$60,000 The BPI: \$65,000</p> <p>Match Funders: Latino Network: \$25,000 from Portland Public Schools</p> <p>The BPI: \$35,000 from OCF and \$5,000 from NW Natural</p> <p>Both organizations: \$10,000 total from Chalkboard Project toward Legislative training day in Salem</p> <p>PCL Funding Recommendation: Provide \$12,500 to each organization for their respective projects.</p>

Collaboration Committee's Rationale for Funding this Portfolio of Investments

In keeping with its funding framework, the committee had a strong desire to fund projects with an **emphasis on systems-change and/or capacity building**. The projects in this portfolio seek to address change in a variety of systems (e.g. early childhood, public schools, out-of-school supports) or to build more cohesive systems in areas where services are more fragmented (e.g. parenting education, early care & education's connection to public schools, services and supports that help children from birth through graduation and beyond). Some of the projects come at the issue of systems' change from a data-driven perspective (e.g. Cradle to Career) while others come at it from a very local perspective (e.g. Earl Boyles Early Learning Demonstration Project) and even a grassroots perspective (e.g. parent leadership training for families typically marginalized by the system such as Latino and African American parents).

The projects also **offer immense potential benefit to existing Levy grantees**. Planning for a parenting education system in the metro region could support the nearly \$7 million that PCL has currently invested in parenting education and support services, plus make the entire region's

parenting education services more easily accessible and effective for local families. The Earl Boyles Early Learning Demonstration project could help the Levy early childhood grantees learn how to build strong and lasting connections between local early childhood services, such as home visiting programs, and specific elementary schools. Cradle to Career could provide a venue for Levy service providers to work together around common goals and collectively track and improve service delivery for youth with substantial needs and who are often the most difficult to serve successfully. The BPI & Latino Network Parent Leadership projects could provide lessons learned for how to best engage typically marginalized parents in their children's education.

In keeping with the committee's framework, some projects have strong support from other funders (e.g. planning for Parenting Education System in the Metro area, Earl Boyles Early Learning Demonstration Project) while others are gaining that momentum yet offer great promise (e.g. Cradle to Career). Taken together they offer very compelling leverage potential. **To date, the funds raised by the projects in the portfolio amount to \$550,000, a ratio of nearly 4: 1 compared to the Levy's total recommended investment of \$150,000.** If the projects are successful in raising the remaining funds needed, then the total match could be \$2.37 million to the Levy's \$150,000 to date (These figures do not include the existing Collaboration Grant with the PSU for \$100,000 in which the match raised was \$450,000).

EXHIBIT C: 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.