

Outcome Team Education

FY 07 Budget Priority Setting MULTNOMAH COUNTY OREGON

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

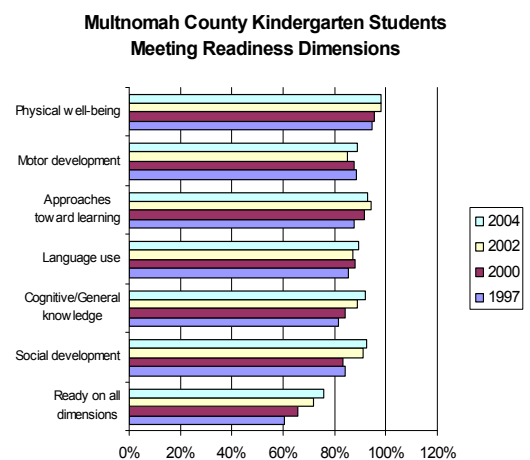
I want all children in Multnomah County to succeed in school

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. When using these indicators it is important that a baseline be established and that the last two indicators are evaluated together. 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 age

It is essential to determine whether kindergarten students are developmentally ready and identify any gaps and barriers that may inhibit all children entering kindergarten from being prepared to learn. Currently these assessments are conducted bi-annually and are voluntary. Some schools in Multnomah County do not participate. The team is again recommending Multnomah County partner with the school districts to make this an annual mandatory measure for all schools in Multnomah County.

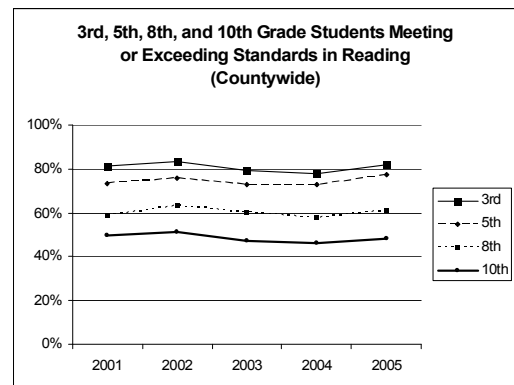
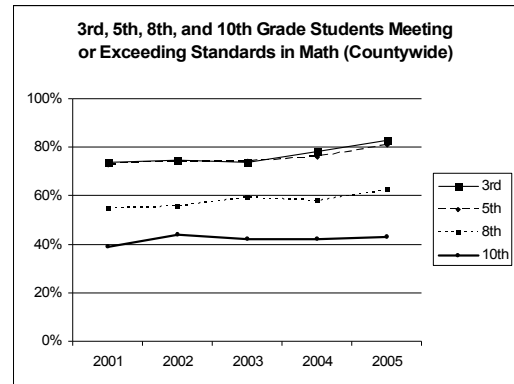


Source: Oregon Dept of Education

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

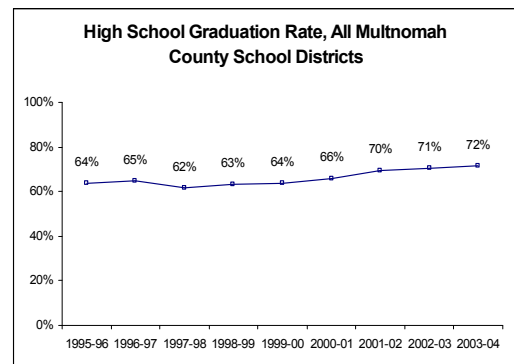
Currently students are tested at grades 3, 5, 8 and 10. These tests are used to determine individual students' mastery of a specific subject. These results are also used to benchmark a school's performance. The proposed indicator would measure the change in performance between the grades tested and provide a better indicator of a school's impact on performance. Last year the team recommended that growth in mastery be measured; however, that data is unavailable. Therefore we propose that the percentage of school mastery at the four grade levels be the stated indicator.

Table Source: Oregon Department of Education



3. Synthetic Four-Year Graduation Rate

The synthetic 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



Source: Oregon Dept of Education

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.

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. Synthetic Four-Year Graduation Rate.

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

- | | | |
|----------------------------|---|--|
| H
i
g
h | *Broad range of learning opportunities (i.e. journalism, art, drama, sports, vocational and technical training) | |
| | *Caring, committed staff | |
| | *Student commitment (responsible and motivated) | |
| M
e
d
i
u
m | *Community involvement (Business, Non-profits, Government, Faith 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)

- | | | |
|----------------------------|---|------------------|
| M
e
d
i
u
m | *Leadership/Principal | H
i
g
h |
| | *Competent Teachers | |
| | *Diverse classrooms | |
| | *Rigorous and relevant curriculum | |
| | *Buildings, books, and teaching materials | |
| L
o
w | *Safe school environment | |
| | *Reasonable classroom size | L
o
w |
| | *Teachers reflective of population | |

- Gaps and Barriers (2nd Factor)

- | | | | |
|------------------|---|----------------------------|--------------------------------|
| H
i
g
h | *Student and Family Mobility | M
e
d
i
u
m | *Parental Literacy |
| | *Addictions | | *Teen Parenting |
| | *Disability | | *Students who have dropped out |
| | *Presence of Criminal Activity at home | | |
| L
o
w | *Transportation | | |
| | *Poor Coordination Between Schools & Social Service Systems | | |
| | *Poor Tracking & Analysis of Students Between School Districts | | |

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

- | | | | | |
|------------------|----------------------------|--|------------------|---------------------------------|
| H
i
g
h | *Ready Parents/ Caregivers | *Basic Needs | H
i
g
h | |
| | | | | *Food, stable housing, clothing |
| | | | | *Physical Health |
| | | *Mental Health (social & emotional well being) | | |
| | | *Language & Literacy | L
o
w | |
| | | *Cognition & Learning Approach | | |

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 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.

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.

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

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

Discussion: The broad range of basic needs and parents' ability to support their children in learning are the two most important factors in student success. If parents are not able to provide the minimum basic needs, they cannot focus their child's academic readiness or engagement. Program offers should provide or broker services in these areas, targeting children and their parents or caregivers. Direct services should be delivered to maximize their success and accessibility. Brokered services should have measurable and proven success in the child or family actually receiving the services. Offers that come to this team should be specifically focused on youth and have a strong tie to academic success.

We are looking for Program Offers that:

- Ensure the basic needs of children are met as they relate to food, housing, clothing and physical and mental health
- Support parents and caregivers in preparing their children to learn
- Educate parents and caregivers about what students need to succeed in school
- Are culturally appropriate and meet the school-related needs of English Language Learning youth (or their parents/caregivers)

Strategy 3: Promote reading at grade level by third grade

Discussion: 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 their 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 the 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 reports 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 early reading by providing reading materials to youth who are at risk of not reading at grade level by third grade
- Provide opportunities for children to participate in developmentally appropriate activities that promote early reading
- Promote parent literacy

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

Discussion: 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:

Education

- Foster supportive relationships that enhance the student’s resilience and engagement in school
- Provide a broad range of additional learning opportunities and extra curricular activities that support academic success

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

Discussion: Events may occur in an individual student’s life that affects his/her ability to learn and remain in school. These social conditions, such as poverty, alcohol and drug abuse, or violence, must be addressed to ensure the success of all students. The research also shows that mobility creates an extra strain on these students which is likely to exacerbate the decline in student success. We are looking for program offers that either address multiple conditions, and/or are able to leverage other services, thereby recognizing the interplay of such conditions on the lives of students and their families. Additionally, we are also looking for program offers that address the negative effects of mobility on student achievement and promote alternative activities that “extend/expand” the school day for students so they can continue functioning in a positive and productive learning environment.

We are looking for Program Offers that:

- Mitigate the negative effects of mobility on student achievement
- Keep students in a productive and positive learning environment beyond the school day for the purpose of improving student academic performance

IV. Program Ranking (Composite Report)

Program #	Name	Department	Rank	Score	Votes Received		
					H	M	L
40056B	Early Childhood Services – High Risk Infants and Children ...	HD	1	21	7	0	0
80005A	Books 2 U-Current Service Level	LIB	1	21	7	0	0
21031A	SUN Community Schools (41 sites)	OSCP	1	21	7	0	0
21031B	SUN Community Schools (5 schools)	OSCP	1	21	7	0	0
21032A	Touchstone 10 month and .5 FTE Current Service Level	OSCP	1	21	7	0	0
40038A	School Based Health Centers High Schools	HD	6	20	6	1	0
80003A	School Corps-Current Service Level	LIB	6	20	6	1	0
40056A	Early Childhood Services High Risk Prenatal	HD	8	19	5	2	0

Education

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21032B	Touchstone - 12 Month Staffing Enhanced	OSCP	8	19	5	2	0
21033	Social and Support Svcs for Educational Success	OSCP	8	19	5	2	0
21038	Standards Based Tutoring	OSCP	8	19	5	2	0
40038B	School Based Health Centers Middle Schools	HD	12	18	4	3	0
80006A	Early Childhood Resources Current Service Level	LIB	12	18	4	3	0
40021	Immunization	HD	14	17	3	4	0
25076A	County Operated School Based Mental Health Services	DCHS	15	16	2	5	0
40056C	Early Childhood Services At Risk Parents	HD	15	16	2	5	0
21037	Services for Sexual Minority Youth	OSCP	17	14	1	5	1
21015	Teen Parent Services	OSCP	18	14	0	7	0
21034	Child Development Services	OSCP	18	14	0	7	0
10060	Regional Arts & Culture Council Sun Arts	NonD	20	12	0	5	2
10026	Multnomah County Schools	NonD	21	11	1	2	4
80005B	Books 2 U-Enhanced	LIB	22	10	0	3	4
10059	School Funding support	NonD	22	10	0	3	4
21035	Alcohol, Tobacco, and Other Drug Svcs	OSCP	22	10	0	3	4
80003B	School Corps-Enhanced	LIB	25	9	0	2	5
80006B	Early Childhood Resources-Enhanced	LIB	25	9	0	2	5
21032C	Touchstone Full-Time FTE - Enhanced	OSCP	25	9	0	2	5
21036	Gender Specific Svcs for Girls	OSCP	25	9	0	2	5
40017	Students Today Aren't Ready for Sex (STARS)	HD	29	8	0	1	6
40019	Lead Poisoning Prevention	HD	29	8	0	1	6
80004A	Juvenile Justice Outreach-Current Service Level	LIB	29	8	0	1	6
10025	County School Fund	NonD	29	8	0	1	6
25076B	County Operated School Based Mental Health Services Scaled Offer	DCHS	33	7	0	0	7
50016	Juvenile Education Advocate	DCJ	33	7	0	0	7

V. Program Ranking Discussion

The Education Team received 34 program offers. Overall, the team had 100% agreement on 26% (9 of 34) of the program offer rankings. None of the team's program offer rankings were identified by the ranking tool as divergent. Throughout the ranking

process the team discussed the importance of maintaining the integrity of the priority-based budgeting process. This was accomplished by using the tools developed by the Team (the Marquee Indicators, Factors, Sub-factors, Strategies and RFOs) as the lens through which discussions were held and ultimately, individual rankings were made.

Prior to ranking the program offers the team reviewed all offers, made suggestions for improvement and then met with Department heads or representatives from each Department with offers to the Education priority. The team also reviewed the factor map and affirmed its determination of the importance of each factor and sub-factor. To aid in each member's consideration the team developed a matrix with which members could indicate the strategies each program offer addressed and whether the impact on the factors was high, medium or low. Each offer was discussed in terms of its relationship to the team's strategies and RFOs and its impact on academic success.

As was the case last year, the team was challenged by the grey area that is those programs that appear to primarily serve basic living needs but which, arguably, impact student academic success (e.g., Lead Poisoning Prevention). This year's challenge with these types of offers mirrors those presented last year. With rare exception the team ranked enhancement offers low. One exception is with Touchstone. The team believed that adding summer services to Touchstone's school year services maintains important connections and consistency for vulnerable students and families that might not exist otherwise.

In general, the team agreed that the performance measures are stronger this year than last. However, the team would like to see further evaluation in more offers that compares those served by the programs to those not served by the programs in order to have some context for the performance measures. In addition, many of the programs submitted to the Education team do not have measures that link directly to educational success. The team recommends that departments consider again whether such measures are reasonable and meaningful and, if not, highlight the connection between such services and educational success.

The team was also challenged by those offers that are pure funding offers, i.e., the funds are pass through money and/or a one-time-only request, the contributions of which do not clearly tie to specific strategies and/or seem most related to Factor 3. Some members of the team felt that while the money does not overtly link to specific strategies (or does so only weakly), additional school funding is likely to contribute more generally to school improvement and, in turn, student success.

VI. Policy Issues

The team had no policy issues to report this year.