

# SCHOOLS UNITING NEIGHBORHOODS

IMPROVING OPPORTUNITIES FOR STUDENTS, FAMILIES & COMMUNITIES

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## SCHOOLS UNITING NEIGHBORHOODS: IMPROVING OPPORTUNITIES FOR STUDENTS, FAMILIES & COMMUNITIES: A Collaborative Model to Extend the School Day & Expand Community Schools in Portland, Multnomah County & Gresham

There is an exciting movement germinating in the City of Portland, Multnomah County and the City of Gresham to develop schools as community centers. These governments are partnering with the school districts, the State of Oregon and local communities to launch an initiative that will:

- ◆ Help our children succeed academically, socially and to develop an ethic of service; and increase parents' involvement in schools;
- ◆ Support and strengthen parents, families and community residents;
- ◆ Leverage the sharing of public assets through the expanded use of schools;
- ◆ Partner resources to achieve a better, more comprehensive and coordinated delivery of services (educational, recreational, social and health services) for all community residents.

### History:

There have been many successful efforts to place services in schools within the City of Portland and Multnomah County. In the social service realm, school based health clinics, family counselors, drug and alcohol counselors have been based in schools for the past several years to assist the developmental issues of children, and to some extent, their families. These services have been funded and/or staffed by Multnomah County and the Oregon State Department of Human Resources. The City of Portland Parks and Recreation has had a Community School program operating for nearly twenty years in thirteen sites across the city in four school districts to provide after school and adult education programming. Youth-centered agencies, such as the Boys and Girls Club and Campfire Boys and Girls, have worked in and with the schools to provide safe places for young people to use their leisure time and reduce teen pregnancy and juvenile crime.

In Portland/Multnomah County, we have the opportunity to create an enhanced strategy for extending the school day for young people and using our school buildings as the "community centers" of the neighborhood.

Why Now?

We have an opportunity to increase and build upon the strengths and assets of our children, families and communities.

- ✓ The Multnomah County Commission on Children and Families in Communities surveyed 10,000 school-aged children in 1997. The key findings demonstrated that a majority of our children are motivated to learn and want to volunteer. It also showed that there is a need for greater parental involvement in schools and more activities available during non-school hours.

Increasing Standards: An Opportunity to Extend the Day & Offer School-Based Services

- ✓ School Districts and Local Governments are working together to manage scarce resource and develop a comprehensive model which will support higher academic standards.
- ✓ Social and health services located in a school-based setting have the potential to help students and families get necessary supports that will help them and their children succeed.

Family Demographics Are Changing: An Opportunity to Become More Diverse & Address the Changing Schedules of Working Parents

- ✓ Many parents not always available before and after school because of work schedules. Changing the school schedule can support parents, create structured, healthy activities for kids and support the academic development of students.
- ✓ There is a major influx of new residents – Latino, Russian, and Southeast Asian – for whom English is a second language. The presence of increased diversity is a positive and our schools and communities need help to bridge the cultural and language barriers.

Increasing the Quality of Schools: An Opportunity to Stabilize & Strengthen Neighborhoods & Communities.

Quality schools are critical to maintaining a mix of incomes within the city and county. It is vital to the health of our neighborhoods that a percentage of families stay within the most urban cities and county of our state.

The Strategy: SCHOOLS UNITING NEIGHBORHOODS (SUN SCHOOLS)

In June 1998, the Sponsoring Committee of the Community Building Initiative decided to develop a strategy to support local communities and schools. The Community Building Initiative is a partnership between Multnomah County, City of Portland, City of Gresham, State of Oregon and the school districts. We have been working together over the past year to develop a long-term strategy for extending the school day and coordinating services more efficiently in the city's and county's public school districts.

The following governmental jurisdictions to date are involved in designing a community schools model for Portland and Multnomah County:

Seven school districts within Multnomah County are participating in design

- Urban district student population 58,835
- Rural district student population 753
- Suburban districts range from 3,680 to 6,135

Multnomah Education Service District

Multnomah County Government

City of Portland

City of Gresham

Oregon State Department of Human Resources (DHR)

Our efforts are consistent with a growing body of local and national research. High-quality extended-learning opportunities and "full-service" schools have measurable benefits of student achievement, attendance, commitment to school, and disciplinary behaviors. Neighborhoods served by school-based after-school, weekend, and summer programs are safer. Students who have a safe and supervised place to go while their parents/guardians are at work are less likely to engage in high-risk activities and waste time in front of television sets.

Key Components of the Extended Day "Schools Uniting Neighborhoods" Community Centers are:

- There are three broad goals of the community school model. The first and top priority will be educational success for our children. Schools will take the lead on this priority with the other partners playing a supportive role.
- The second goal is to provide a social and health service support system that will assist in supporting children and their families so that each child can be successful in school and in the community. The county, DHR and non-profits experienced with community based social services will take a lead role in this area.
- The third goal is to provide enrichment and recreational opportunities that will connect the curriculum of the school and after school activities for the students. It will also provide recreational and educational programs for parents and adults in the neighborhood. By extending the school day and the number of hours a school is used and open, a school can become a community center. It can then serve as a community-gathering place for any number of services and activities. The City of Portland and Portland Parks & Recreation the city of Gresham and Gresham Parks and Recreation, and youth programming agencies will take the lead in enrichment and recreational opportunities.
- A vital component is to connect and integrate the activities so that we increase the chances of success for our children. Curriculum alignment, relationships between the school staff and other staff, coordination of programming and building use are essential.

- The involvement of youth, their parents and others in the community in the design, leadership and participation in the programs is key to building a relevant and effective community school.
- Evaluation and Continuous Improvement are key mechanisms to ensuring that we capture the successes of the research and full-scale models being in used in other cities, such as Los Angeles, New York and St. Louis.

The extended-learning model we are developing for Portland area schools is consistent with the research literature and designed to accommodate evolving local needs, assets, and resources. We have already seen that this model of co-management linking school and community-based expertise has promising early results, as a result of the exciting initiative at Lane and Binnsmead middle schools in Outer Southeast Portland.

#### Early Local Results are Promising

The \$100,000 investment made by Bank of America last spring to this initiative in outer Southeast Portland is compelling evidence of our ability to broker successful partnerships. Preliminary results are promising. Participation in before and after school academic, arts and science programming have tripled (from an average of 40 each to 250 each day), while suspensions have declined (from 50 to 15 in the first semester compared with last year).

We will aggressively pursue a broad base of local, state, and national support for a comprehensive system of after-school programs that will help more students meet Oregon's rigorous new academic standards and prepare for productive future careers and responsible citizenship.

Early estimates indicate that it will cost between \$100,000 to \$250,000 in new resources to fund the start up of a full-service community school. The amount of new resources allocated will be directly related to the existing services and personnel located within a school. We will start at least four demonstration sites during 1999-2000 school year, based on the amount of resources we gather.

We will initially target schools and neighborhoods that have several qualities and characteristics:

- ◆ They have a successful history of integrating services and intergovernmental collaboration
- ◆ They have a successful history of community partnerships, the ability to work with and involve parents and children in meaningful planning, governance and participation in programming
- ◆ They have a three to five year plan which integrates the broad parameters of this concept on a local level
- ◆ They have a group which is ready and willing to champion this effort in the school and the community and willing to work hard to leverage additional resources
- ◆ There have challenging neighborhood conditions, including, that they

- ◆ Are underserved by social support services, recreational and educational resources
- ◆ Have increasing numbers of new residents from different cultures,
- ◆ Are challenged by student performance,
- ◆ Are challenged by unemployment and poverty.

The program is *not simply for high risk or at risk youth, it is for the entire school population and the surrounding community.* In fact, schools may choose to provide programming and services for student and children from adjacent schools and child care centers.

For the first several community schools sites, we will build upon successful partnerships. Our emphasis will be for elementary and middle school, with particular attention to the transition between elementary and middle school (6<sup>th</sup> graders) and middle to high school (9<sup>th</sup> graders) within Portland Public Schools. There will be strong emphasis on parental involvement. The other school districts within the County, which are significantly smaller, may choose to locate and/or concentrate their efforts in high schools.

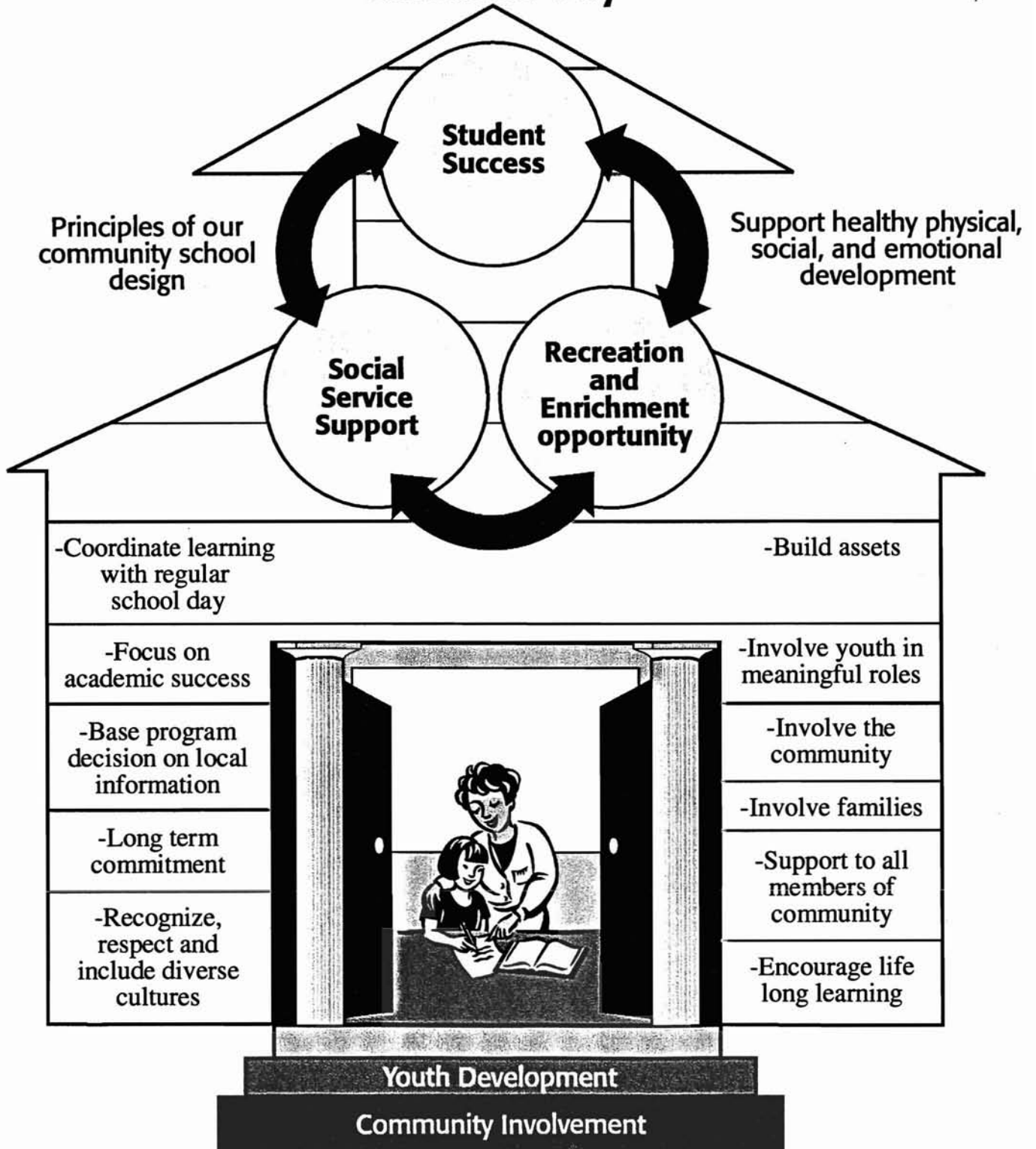
We anticipate that a broad variety of partners, including the Portland State University, Saturday Academy, and the Oregon Museum of Science and Industry, to help students experience the real-world value of math, science, and reading skills, and involve them in opportunities to address problems and issues in the communities surrounding them. We anticipate partners like the community colleges and the universities to offer adult learning opportunities. In addition, we anticipate that non-profit organizations such as the Caring Communities, Oregon Council for Hispanic Advancement, the International Refugee Coalition of Oregon and the Asian Family Center will partner to provide culturally appropriate classes and clubs involving young people and their families. In addition, the Boys and Girls Club, Campfire Boys and Girls and other major providers of youth programming have expressed interest in participating.

**Leveraging Existing and New Resources:** We plan to utilize both existing and new resources. For instance, the County and State fund extensive social services that could be further integrated into a school setting. Portland and Gresham Parks and Recreation Departments fund recreational staff and programming that could be reconfigured. New dollars will be invested in the management and coordination of the social services, in order to free teachers and principals to focus their efforts on teaching, as well as additional services, based upon community input.



# SUN Schools (Schools Uniting Neighborhoods)

## Extended Day





35780

# CITY/SCHOOLS AGENDA

Priority Strategies of Mutual Interest to  
the City of Portland and Portland School Districts

1999

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Centennial School District



David Douglas School District



Parkrose School District



Portland Public Schools



Reynolds School District



Multnomah ESD

**CITY/SCHOOLS AGENDA****Priority Strategies of Mutual Interest to  
the City of Portland and Portland Area School Districts****March, 1999****TABLE OF CONTENTS**

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5. Goal: Provide after-school activities.
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(Increase the percentage of children who enter school "ready for kindergarten.")
7. Goal: Increase volunteer/mentor activities. (Increase the number of children with consistent, caring adults in their lives.)
8. Additional Goals:
  - Reduce youth violence.
  - Support the districts' efforts to achieve CIM standards.
  - Develop school-to-work activities/support the districts' efforts to achieve CAM standards.



**CITY/SCHOOLS AGENDA: WINTER, 1999  
EXECUTIVE SUMMARY**

In December, 1997, the Portland City Council adopted the goal to "Support quality education to produce well educated citizens," recognizing that excellent public schools are a critical component of a healthy, viable city. Mayor Vera Katz and Commissioner Jim Francesconi assumed the responsibility of initiating a process to meet this goal.

At a meeting in June, 1998, the Portland public school superintendents with Mayor Katz and Commissioner Francesconi identified the **vision** to guide this joint effort:

**THE CITY AND SCHOOL DISTRICTS IN PORTLAND TOGETHER WITH OTHER COMMUNITY PARTNERS WILL PRODUCE YOUNG PEOPLE WHO ACHIEVE ACADEMICALLY, ARE READY FOR THE WORLD OF WORK AND ARE RESPONSIBLE CITIZENS.**

At the same meeting, seven goals were identified as areas of mutual interest:

1. **Achieve adequate and stable school funding.**
2. **Provide after-school activities;**
3. **Increase quality early childhood care and education opportunities. (Increase percentage of children who enter school "ready for kindergarten.");**
4. **Increase volunteer/mentor activities. (Increase the number of children with consistent, caring adults in their lives.);**
5. **Reduce youth violence;**
6. **Support achievement of CIM standards; and**
7. **Develop school-to-work efforts/support achievement of CAM standards.**

The first four areas were identified as initial priorities. It was recognized that the Coalition for School Funding Now! is the group which will provide coordination about school funding. Commissioner Francesconi is taking the lead in the goal of providing after-school activities. Mayor Katz initiated two work groups to review best practices and develop recommendations about increasing quality early child care and education opportunities and increasing volunteer/mentor activities.

A report about the City/School Agenda and its initial goals was presented to superintendents and the City Commissioners in December, 1998. Presentations to the area school boards occurred during January and February, 1999, with the request that a supporting resolution be adopted. The City/School Agenda is being presented on March 31, 1999 for formal adoption by the City Council, and development of a work plan will follow. Superintendents indicated interest in reviewing the process every six months, with review by the school boards minimally on an annual basis or as needed.

For further information, please contact Carol Turner, the Education Advocate for the City of Portland, at (503) 823-3584 or by e-mail ([cturner@ci.portland.or.us](mailto:cturner@ci.portland.or.us)).

**CITY/SCHOOLS AGENDA  
MARCH, 1999**

**INTRODUCTION**

**I. THE VISION**

At a meeting in June, 1998, Mayor Vera Katz, Commissioner Jim Francesconi and the Portland public school superintendents identified the **vision** to guide the joint effort:

**THE CITY AND SCHOOL DISTRICTS IN PORTLAND TOGETHER WITH OTHER COMMUNITY PARTNERS WILL PRODUCE YOUNG PEOPLE WHO ACHIEVE ACADEMICALLY, ARE READY FOR THE WORLD OF WORK AND ARE RESPONSIBLE CITIZENS.**

**II. BACKGROUND**

Over the decades there were times when the City of Portland came together with the only school district, Portland Public Schools, which was within the City's boundaries. The purpose was to plan together initiatives which were supported by both institutions. The last such planning process was initiated by Mayor Neil Goldschmidt in the late 1970s at a time of decreasing school enrollment. At that point the City/School Policy was developed and became the first work plan between the two institutions.

Since the 1970s, the City of Portland has expanded its boundaries, with Parkrose and David Douglas school districts becoming part of Portland, and Reynolds and Centennial school districts having part of their schools within Portland's boundaries.

With the passage of two property tax limitations in the early 1990s, funding for public education in Oregon has decreased. The City began in 1994/95 to assist the school districts by assuming some funding for activities related to the City Charter, e.g., school police, after school activities, and environmental and arts education. For 1998/99, the City is purchasing surplus property from the districts to assist with funding. The total amount of supplemental funding to area schools over the last five years is \$27,732,702. At the same time, the Mayor provided leadership in this arena two years ago when she spearheaded the formation of a state-wide lobbying group, *Coalition for School Funding Now!*. The Coalition was established as a successful grass-roots effort that had significant impact on the school funding debate, and is ready now for the 1999 legislative session.

In December, 1997, the City Council adopted a goal to **“Support quality education to produce well educated citizens.”** Commissioner Charlie Hales' office took an important first step to completing “An Inventory of Relationships Between Portland City Bureaus and Portland Area

School Districts.” The study found that the City of Portland contributes the equivalent of 39 full-time employees to the education of Portland’s young people, with the rough cost of salaries, materials and services being \$3,949,305 per year. At the same time, the various efforts were found at times to be uncoordinated and sporadic.

With the many points of intersection recently identified between the City and the area school districts, it is appropriate to take the time again to plan together. Especially during this period of unstable school funding and the push for higher academic achievement of students, there is great potential in strengthening the combined forces of both the City and the school districts. It is time again to define comprehensive, coordinated strategies, policies and practices which mutually benefit all the involved institutions and the youth of Portland.

### **III. THE MUTUAL INTERESTS OF THE CITY AND SCHOOLS, CHILDREN AND FAMILIES**

The City and the area school districts together are affected currently by several distinct challenges, primarily related to demographics and housing. For example, in outer East Portland the school districts are steadily growing as families seek less expensive housing, resulting in many overcrowded schools.

At the same time, approximately only 17% of Portland adults have children who are of school age. It is predicted that for Portland Public Schools, this percentage will decrease. Births have been declining since 1990 as the baby boomers no longer had children. By 2002, the Portland School District’s enrollment is estimated to have declined 7.2% from 1998. This trend is affected also by the fact that there are relatively few new residents who have moved into the central metropolitan area. There is little land for new housing, housing values have increased greatly, and some of the housing is less appealing to families than suburban subdivisions.

Also, in many parts of Portland, there are increases in families of diverse ethnic and cultural backgrounds, straining available culturally appropriate programs and the schools’ English As a Second Language services.

Such challenges highlight the importance of examining the mutual interests which exist between the City and the schools, children and their families. There are three overall areas of mutual interest:

#### **A. Maintain a healthy, vibrant city**

Good schools act as a magnet for two important components of any urban area: families and businesses. Families want to live near quality schools. Businesses want good schools for their employees’ families and they want well-educated employees, now and in the future. In many cities, the public schools end up serving only poor families. To maintain quality schools for all students, adequate and stable funding is necessary.

Having quality schools help keep a rich diversity of families of different economic levels in the city, and in turn the families contribute to stable, safe communities where neighbors know and care about each other.

#### **B. Produce responsible citizens and well prepared work force**

There are many difficult challenges facing Portland's future citizens in the next century. The choices and dilemmas about such complex issues as growth, transportation and how everyone lives together require people who can think clearly, have learned from history, can communicate across differences, can work with others and will care deeply about their communities, city and world. These future citizens of Portland need the best education they can have to be ready.

At the same time, the workers of the next century must be competitive in the increasingly demanding global economy. By the year 2000, 80% of all jobs will require attainment of higher levels of achievement compared to 20% of the jobs in the 1950s. These future employees of Portland need the best education they can have to be prepared.

#### **C. Prevent human problems by early investment**

Public tax dollars are saved when human problems can be prevented. The Rand Study was a cost/benefit analysis of early-intervention programs, finding that such efforts would save money later in the criminal justice system, leading to fewer crimes, arrests, convictions, and imprisonment. The Perry Preschool Study indicated that, as adults, children who had participated in a high quality two-year early childhood education program were less likely to be in prison and more likely to be employed than those who had not had a similar pre-school experience. Children who learn to read by the third grade are less likely to drop out of high school, experience a teen pregnancy, abuse drugs or be under- or unemployed. Young people who have a mentor, such as a Big Brother or Big Sister, are less likely to use alcohol and drugs and are more likely to frequently attend school. Such investment just makes good economic sense.

### **IV. PROPOSED WORK PLAN**

This work plan contains a series of proposed strategies to respond to the identified mutual interests and challenges. This is a "living document" which will constantly evolve based on identified needs and issues. It contains information about both ongoing work and time-limited projects, as well as some efforts having to do with only one district. In addition, there are references to efforts by other groups who are working on related topics.

Additional background information is presented first. The identified current goals are then presented individually by section. Reference material, including the audit by Commissioner Hales' office, is also included.

**The seven goals are:**

- 1. Achieve adequate and stable school funding.**
- 2. Provide after-school activities;**
- 3. Increase quality early childhood care and education opportunities. (Increase percentage of children who enter school “ready for kindergarten.”);**
- 4. Increase volunteer/mentor activities. (Increase the number of children with consistent, caring adults in their lives.);**
- 5. Reduce youth violence;**
- 6. Support the districts’ efforts to achieve CIM standards; and**
- 7. Develop school-to-work efforts/ support the districts’ efforts to achieve CAM standards.**

## School Funding and Our State Legislature

No function of government or community life has a wider impact than the public education system. The Oregon Legislative Assembly has recognized the importance of Oregon's public schools by enacting high standards of instruction and academic achievement. *Funding however, has not been sufficient to maintain services, much less move towards achieving the legislatively- mandated goals.*

### What will it take to fund schools adequately for the next two years?

\$5.1 billion is the level of funding necessary from the state legislature this year to both avoid further cuts to school services, and to allow modest progress towards the appropriately high educational standards and goals set by the legislature nearly 8 years ago.

### How much money is necessary to fund schools in the long term?

The Oregon Quality Education Model recently issued a report, linking the cost to change the state's education funding process to link funding to student performance. QEM found that in order for 90% of our state's students to achieve the state CIM standards by grade 10, it will cost \$5.6 billion per biennium.

- **The relationship between the state budget and school funding, since 1991:** Since 1991, the state budget has grown by 44.1%, while the funds supporting K-12 education have only increased by 28.3%. If K-12 appropriations had grown by the same amount as the budget, we would be funding schools now at a level of about \$5.25 billion.
- In the same period, since 1991, compare the growth rates for major portions of the state budget, with the growth rate for the K-12 education budget:

K-12 Schools	28.3%	
Human Resources	61.4%	
Public Safety	116.1%	
Natural Resources	114.3%	
Transportation/Economic Development	156.3%	
Total General Fund		44.1%

**Current proposals for the upcoming biennium (1999-2001) recommend the following increases in state spending from the 1997-99 biennium:**

K-12 Schools	8.2%	
Human Resources	19.4%	
Public Safety	18.4%	
Natural Resources	52.7% (incl, salmon ballot measure)	
Transportation/Economic Development	10.5%	
General Gov't	57.4%	
Total General Fund		13.7%

**How do we get to \$5.1 billion funding level for K-12 education, so that no school in Oregon suffers further damaging cuts to services?** We make it a priority. When this state has priorities, it funds them. We wanted a health plan, it was funded. We voted for more prisons, we've funded them. If we want quality schools, which suffer no further cuts, we must fund them.

*Coalition for School Funding Now!*

## What is the "COALITION FOR SCHOOL FUNDING NOW!"?

### THE ISSUE

Few, if any, Oregon issues have been as intractable as school funding.

Budget cuts suffered by Oregon schools over the past few years have brought unprecedented urgency to the issue of school finance. Whether it is an educator, a parent, a chamber of commerce member, a cop on the beat, a realtor, a captain of industry or a 4th grader, a growing number of Oregonians are worried -- enough to change the school funding prognosis forever.

### THE COALITION

Oregonians from every part of the state have organized the Coalition for School Funding Now! the non-partisan, statewide coalition of businesses, community leaders, education advocates, parents, teachers and concerned citizens who are working to make sure that the 1999 legislative session alleviates school funding shortfalls. Our charge lies in building on the success of two years ago: re-energizing and extending the effective and disciplined coalition from diverse districts throughout Oregon and maintaining the bridge between traditional gaps among Oregon's various school districts. To do this, the Coalition must continue to bring together a broader mix of advocates to the school funding issue, combining the "usual" supporters of education with many who will be at the forefront for the first time.

The coalition currently has over 30 local affiliates, which can be found in every corner of Oregon.

### THE COALITION'S OBJECTIVES

The Coalition's primary objective is to ensure adequate funding for Oregon's schools. Specifically, the Coalition has adopted a set of guiding principles. Briefly, they include:

- Securing adequate, stable and permanent statewide funding for K-12 public education no later than November, 1999.
- Continued commitment to equitable funding among all Oregon schools districts
- Supporting improvements to the quality of K-12 public education services.

### THE COALITION'S SPECIFIC GOALS FOR THE 1997 LEGISLATIVE SESSION

The Coalition believes that the minimum acceptable result from the 1999 legislative session is a level of funding which will enable school districts to deliver education services equal or better than those offered in previous years, adjusted for inflation and enrollment growth, while implementing full equalization in FY 1990-2000.

In addition, this is the session to make significant progress on a long-term, systemic change in the way we fund schools so that we can count on adequate support into the future.

### THE APPROACH

Our goals will be pursued both inside and outside the legislature. Important tactics will include:

- Building and re-activating a coordinated statewide activist organization comprised of strong, locally-based coalitions in legislative districts;
- Including a wide range of school advocates (teachers, students, parents, boards, administrators, school workers, school sports lovers); business and community leaders in the public and private sectors; law enforcement; and other constituencies who care about kids and their futures (grandparents, clergy, artists, farmers, and others). Our local campaigns will knit together existing networks to maximize the impact of a united federation of groups.
- Influencing legislators through a combination of lobbying at all levels of the coalition, including direct grassroots action at the Capitol and in legislators' home districts, contacts by community and opinion leaders, use of the media to help reinforce legislators to do the right thing, and a variety of creative, attention-getting tactics that will keep the pressure on for an acceptable legislative result.

### THE CO-CHAIRS & EXECUTIVE COMMITTEE

The Coalition for School Funding Now! is governed by a broad-based Executive Committee, drawn from throughout Oregon. Two prominent statewide business people -- Ken Thrasher, Chief Administrative Officer of Fred Meyer, Inc. and Larry Ogg, President of Oregon and Southwest Washington for Bank of America -- -- serve as Co-Chairs. Delna Jones remains on board in a strategic role, as our Chair Emeritus.

Executive Committee Members include:

Anna Brands, Coos Bay	Arnold Coe, Baker City
Mike Collins, Pendleton	Joyce Creswell, Portland
Steve Fraga, Oregon School Employees Assoc.	Denise Frisbee, Lake Oswego
Beth Gerot, Eugene	Kathie Humes, Portland
Doug Hunt, Newport	Mayor Vera Katz, Portland
Skip Liebertz, Corvallis	John Marshall, Gresham
Bart McElroy, Salem	Jorge Navarro, Eugene
Peggy Penland, Medford	Ozzie Rose, COSA
Jim Sager, OEA	Bruce Samson, Portland
Susan Tate, West Linn	

11/2/98

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**SCHOOLS UNITING NEIGHBORHOODS:  
IMPROVING OPPORTUNITIES FOR STUDENTS, FAMILIES &  
COMMUNITIES: A Collaborative Model to Extend the School Day & Expand  
Community Schools in Portland, Multnomah County & Gresham**

There is an exciting movement germinating in the City of Portland, Multnomah County and the City of Gresham to **develop schools as community centers**. These governments are partnering with the school districts, the State of Oregon and local communities to launch an initiative that will:

- ◆ help our children **succeed academically**,
- ◆ leverage the sharing of public assets through the **expanded use of schools**,
- ◆ partner resources to achieve **better, more comprehensive and more coordinated delivery of services for all community residents**, and
- ◆ foster a more family-friendly neighborhood environment

*History:*

There have been many successful efforts to place services in schools within the City of Portland and Multnomah County. In the social service realm, school based health clinics, family counselors, drug and alcohol counselors have been based in schools for the past several years to assist the developmental issues of children, and to some extent, their families. These services have been funded and/or staffed by Multnomah County and the Oregon State Department of Human Resources. In the after school and adult education programming realm, the City of Portland Parks and Recreation has had a Community School program operating for nearly twenty years in thirteen sites across the city in four school districts. Youth-centered agencies, such as the Boys and Girls Club and Campfire Boys and Girls have worked in and with the schools to provide safe places for young people to use their leisure time and reduce alarming trends of teen pregnancy and juvenile crime.

In Portland/Multnomah County, a series of additional challenges and conditions have created the need for an enhanced strategy for extending the school day for young people and utilizing our school buildings as the "community centers" of the neighborhood.

Why Now?

**Declining Resources in the face of Increasing Standards and Social Needs**

- ✓ School Districts and Local Governments are facing declining resources, while the demands on schools are increasing, particularly for higher academic standards.
- ✓ There are also increasing demands for developmental supports to children and families through social services and counseling.

**Family demographics are changing**

- ✓ There are fewer parents or responsible adults available at home after school to provide structured leisure time because of the increased economic demands on families – Portland/Multnomah County has some of the fastest rising housing costs in the country
- ✓ There is a major influx of new residents – Latino, Russian, and Southeast Asian – for whom English is a second language. The presence of increased diversity is a positive, however our schools and communities are ill equipped to bridge the cultural and language barriers.

**Stabilize the percentage of families in urban areas**

Quality schools are critical to maintaining a diversity of income within the city and county and stemming the flight of middle class families. It is vital to the health of our neighborhoods that a percentage of families stay within the most urban cities and county of our state.

**The Strategy: SCHOOLS UNITING NEIGHBORHOODS (SUN SCHOOLS)**

We have been working together over the past year to develop a long-term strategy for extending the school day and coordinating services more efficiently in the city's and county's public school districts.

The following governmental jurisdictions to date are involved in designing a community schools model for Portland and Multnomah County:

Seven school districts within Multnomah County are participating in design

- Urban district student population 58,835
- Rural district student population 753
- Suburban districts range from 3,680 to 6,135

Multnomah Education Service District

Multnomah County Government

City of Portland

City of Gresham

State Department of Human Resources (DHR)

Our efforts are consistent with a growing body of local and national research. High-quality extended-learning opportunities and "full-service" schools have measurable benefits in terms of student achievement, attendance, commitment to school, and disciplinary behaviors. Neighborhoods served by school-based after-school, weekend, and summer programs are safer. Students who have a safe and supervised place to go while their parents/guardians are at work are less likely to engage in high-risk activities and waste less time in front of television sets.

**Key Components of the Extended Day "Schools Uniting Neighborhoods" Community Centers are:**

- There are three broad goals of the community school model. The first and top priority will be **educational success** for our children. Schools will take the lead on this priority with the other partners playing a supportive role.
- The second goal is to provide a **social service support** system which assist in supporting children and their families so that each child can be successful in school and in the community. The county and DHR will take a lead role in this area.
- The third goal is to provide **enrichment and recreational opportunities** that will connect the curriculum of the school and after school activities for the students. It will also provide recreational and educational programs for parents and adults in the neighborhood. By **extending the school day and the house a school is used**, a school can become a **community center**. It can then serve as a community gathering place for any number of services and activities. The City of Portland, the city of Gresham, and youth programming agencies will take the lead in enrichment and recreational opportunities.
- A vital component is **connect and integrate** the activities so that we increase the chances of success for our children. Curriculum oversight, relationships between the school staff and other staff, coordination of programming and building use are essential.
- The **involvement of youth, their parents and others in the community** in the design, leadership and participation in the programs is key to building a relevant and effective community school.
- **Evaluation and Continuous Improvement** are key mechanisms to ensuring that we capture the successes of the research and full-scale

models being in used in other cities, such as Los Angeles, New York and St. Louis.

The extended-learning model we envision for Portland area schools is consistent with the research literature and designed to accommodate evolving local needs, assets, and resources. We have already seen that this model of co-management linking school and community-based expertise can work, as a result of the exciting initiative at Lane and Binnsmead middle schools in Outer Southeast Portland.

#### **Early Local Results are Promising**

The \$100,000 investment made by Bank of America last spring to this initiative in outer Southeast Portland is compelling evidence of our ability to broker successful partnerships. Preliminary results are promising. Participation in before and after school academic, arts and science programming have tripled (from an average of 40 each to 250 each day), while suspensions have declined from 50 to 15 in the first semester compared with last year.

We plan to continue to aggressively pursue a broad base of local, state, and national support for a comprehensive system of after-school programs that will help more students meet Oregon's rigorous new academic standards and prepare for productive future careers and responsible citizenship.

Early estimates indicate that it will cost between \$100,000 to \$250,000 in new resources to fund the start up of a full-service community school. The amount of new resources is directly related to the existing services and personnel located within a school. We are looking to start at least four demonstration sites during 1999-2000 school year, based on the amount of resources we gather.

We will initially target schools and neighborhoods that have several qualities and characteristics:

- ◆ They have a successful history of integrating services and intergovernmental collaboration
- ◆ They have a successful history of community partnerships, the ability to work with and involve parents and children in meaningful in planning, governance and participation in programming
- ◆ They have a three to five year plan which integrates the broad parameters of this concept on a local level
- ◆ They have a group which is ready and willing to champion this effort in the school and the community and willing to work hard to leverage additional resources
- ◆ There have challenging neighborhood conditions, including, that they
  - ◆ Are underserved by social support services, recreational and educational resources
  - ◆ Have increasing numbers of new residents from different cultures,

- ◆ Are challenged by student performance,
- ◆ Are challenged by unemployment and poverty.

The program is *not simply for high risk or at risk youth, it is for the entire school population and the surrounding community.* In fact, schools may choose to provide programming and services for student and children from adjacent schools and child care centers.

**For the first several community school sites, we want to build upon successful partnerships.** Our emphasis will be for elementary and middle school, with particular attention to the transition between elementary and middle school (6<sup>th</sup> graders) and middle to high school (9<sup>th</sup> graders) within Portland Public Schools. The other school districts within the County, which are significantly smaller, may choose to locate and/or concentrate their efforts in high schools.

We anticipate that a broad variety of partners, including the Portland State University, Saturday Academy, and the Oregon Museum of Science and Industry, will help students experience the real-world value of math, science, and reading skills, and involve them in opportunities to address problems and issues in the surrounding urban environment. In addition, we anticipate that non-profit organizations such as the Oregon Council for Hispanic Advancement, the International Refugee Coalition of Oregon and the Asian Family Center will partner to provide culturally appropriate classes and clubs involving young people and their families. In addition, the Boys and Girls Club, Campfire Boys and Girls and other major providers of youth programming have expressed interest in participating.

**Leveraging Existing and New Resources:** We plan to utilize both existing and new resources. For instance, the County and State fund extensive social services that could be further integrated into a school setting. New dollars would be invested in the management and coordination of the social services, in order to free teachers and principals to focus their efforts on teaching, as well as additional services, based upon community input.

**DRAFT REPORT**

**EARLY CHILDHOOD CARE AND EDUCATION WORK GROUP  
CITY/SCHOOLS AGENDA**

**Priority Strategies of Mutual Interest to the  
City of Portland and Portland School Districts**

**November 1998**



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**DRAFT REPORT**  
**EARLY CHILDHOOD CARE AND EDUCATION WORK GROUP**  
**CITY OF PORTLAND**  
**NOVEMBER, 1998**

**I. BACKGROUND**

In December, 1997 the Portland City Council adopted, as one of its goals, to:

**“Support Quality Education to Produce Well Educated Citizens.”**

Mayor Vera Katz and Commissioner Jim Francesconi agreed to develop a work plan to implement this goal. In June, 1998, the Mayor and Commissioner met with the Superintendents of the school districts whose boundaries are wholly or partially within the City of Portland. These districts are Portland, Parkrose, David Douglas, Reynolds, Centennial and the Multnomah Education Service District. The questions posed in that meeting were how could the City assist the districts in achieving their goals of high achievement, and what key strategies would help the City meet its goal of “supporting quality education.”

Four strategies were identified as the highest priorities:

- (1) Work for adequate and stable school funding;
- (2) Increase the number and range of after-school activities;
- (3) Increase the number of adults who are actively involved in the lives of young people through volunteer, mentor and tutor activities;
- (4) Increase the number and improve the quality of early childhood activities.

**II. PURPOSE OF WORK GROUP**

The **purpose** of the work group was identified as:

**To report to the Mayor, Commissioner Francesconi and superintendents of the Portland school districts about:**

1. **What the City is doing now to increase the percentage of Portland children who enter school “ready for kindergarten;” and**

**2. What the City could do to effectively and efficiently increase the percentage of Portland children who enter school “ready for kindergarten,” working when appropriate with school districts, the county, community groups, and services.**

### **III. PROCESS OF COMMITTEE**

The Work Group consisted of city employees and community professionals active in the area of child care and early childhood education. Please see attached list of participants in Appendix A. The Work Group was chaired by Pauline Anderson, former Multnomah County Commissioner, and was staffed by Carol Turner, City’s Education Advocate.

The Work Group met six times from August through October, 1998, to:

1. Review current reports and the practices of City;
2. Review best practices;
3. Identify key strategies;
4. Recommend measurable indicators and interim goals. (Can be done after feedback from superintendents.)

The first three tasks were initially completed, while acknowledging that this was only a beginning exploration of the issues. The fourth task will be completed after the draft recommendations are reviewed by the Mayor, Commissioner Francesconi and the superintendents.

The committee was helped greatly by the availability of some excellent resources, including:

- “Children’s Readiness to Learn: Strategies for Improvement,” by Kathryn Nichols, for the Portland Multnomah Progress Board and the Multnomah Commission on Children and Families;
- “Establishing a Baseline for School Readiness of Washington County Children Entering Kindergarten,” by Rebecca Severeide, Ph.D.;
- “Essential Elements of Programs for Children,” a “Forging the Link” project by the Child Care Division of the Oregon Employment Division;
- “Child Care Systems: Essential for Healthy Child Development, Family Self-Sufficiency, and Economic Vitality,” by New Directions, National League of Cities.

The Nichols report and other resources reinforced the importance of examining this area with the recent research about the tremendous growth and development of the brain that occurs by age three, and that the level of brain activity peaks for most children around ages 6-8 years.

A summary of the Severeide publication and the National League of Cities’ article are found in Appendix B.

#### IV. CONTEXT OF SCHOOL READINESS

The National Governor's Association in 1989 established six national goals for education, with the first one being that by the year 2000, "all children in America will start school ready to learn." The Goals 2000 legislation was enacted by the U.S. Congress in 1994, with the Readiness to Learn Goal tied to physical health and well being, access to high quality preschool programs, and training and support for parents.

With the establishment of the State of Oregon's benchmarks, both the State Progress Board and the Portland Multnomah Progress Board track the school readiness benchmarks through a biannual survey of kindergarten teachers. **The Portland Multnomah Progress Board's Benchmark #25 is to "Increase the percentage of children entering kindergarten meeting developmental standards for their age."** Such terms as "ready to learn," "school readiness," and "ready for kindergarten" are used interchangeably to indicate that the child has reached certain developmental standards which will allow him or her to be successful in school.

The Work Group adopted a model of school readiness developed by Rebecca Severeide, a committee member and a consultant in the field. Her model requires measurement of a child's early learning, development and abilities. In addition, it examines the family, community and school factors which support that development. The model, also found in Appendix B, illustrates through overlapping circles the reciprocal relationships which exist between the child's developmental readiness for school and various family, school and community activities. It recognizes the complexity of factors which directly influence a child's readiness to enter kindergarten successfully.

#### V. PRINCIPLES OF THE WORK GROUP

Given the charge of examining the mutual interests of the city and the area school districts in this arena, the committee designed guiding principles to guide its work. They are:

1. The family, community, city, county, and schools all play a part in supporting the healthy development of young children and ensuring a smooth transition into the early years of school;
2. Children develop within the context of a family. Each child deserves at least one caring adult in his or her life from birth on;
3. Families need to be involved in their children's care;
4. Families live and work in a community that has an obligation to and benefits from supporting the primary role of the family. It is important to build on the strengths of the community;
5. There is both a current fiscal reality as well as economic benefit in preparing for the future.

## VI. REVIEW OF CITY SERVICES

### A. Parks

Approximately 12,000 preschool children per year participate in various park and community school classes, with some of the children taking more than one class. Discussion about this participation raised questions about outreach to home care providers, access to transportation, the possibility of including child care facilities as part of any new community center, and the ongoing commitment of the Parks Department for serving young children.

### B. Housing and Community Development

The Bureau of Housing and Community Development sees the development of stable, quality and affordable child care as being closely related to three major focus areas: workforce development, micro-enterprise development/community economic development, and community revitalization.

It has invested about \$200,000/year in efforts such as loan programs with the Rose Community Development Corporation and Franciscan Enterprise, JobNet, the Albina Ministerial Alliance child care and transportation, and multiple facilities improvement.

### C. Human Resources

The City of Portland Bureau of Human Resources is studying the feasibility of siting a child care facility on the main floor of the Portland Building. This is being done at the request of the Mayor who indicated, at a Mayor's forum in December, an interest in investigating the need for and the feasibility of developing such a facility for employees.

The initial discussions would have the City's child care facility modeled after the facility in the Federal Building in Old Town. It would potentially be open to children of employees and non-employees. Multnomah County has also expressed an interest in participating if the Mayor decides to pursue this beyond the feasibility study. Such a facility is seen as an opportunity to attract and retain high performance employees. A survey will be sent shortly to city employees in order to assess the potential need and use.

### D. Police

#### ● Child Abuse and Domestic Violence

In 1997-98, 3,504 police reports were generated regarding child abuse. That same year there were 1,684 cases involving children being present during a domestic violence occurrence. The Portland Police Child Abuse Team works in an integrated unit with the child abuse hotline, home investigators, parole and probation, and prosecutors, uniting

City and County response. The Domestic Violence Reduction Team will join this unit in January, 1999.

- **Day Care Center**

The Portland Police Department is opening a child care facility as a one-year pilot program. The plan is to open in February, 1999 in the first floor community room of Central Precinct. It is a facility to be used by sworn and non-sworn personnel in the event of emergency work obligation and/or the unavailability of a regular child care provider. There is space for 15 full time children and there are ten drop-in spaces. The contract will be with an approved vendor, and will be monitored by an advisory board.

- **Other**

The Portland Police participates in partnerships which provide the Block Home Program and the Child Safety Program, which train children on how to call 911, what to do in emergencies, identifying unacceptable behavior, etc. Training also is beginning for children on how to escape from abductions.

**E. Portland Development Commission (PDC)**

PDC works to maintain the livability and viability of the housing stock in Portland's neighborhoods, and to serve as a safety net for low-to-moderate income (80% or below of median family income) single-family homeowners. The Neighborhood Housing Preservation program provides low interest loans for urgent home repair needs, and provides grants and low interest loans to abate lead-based paint, working in partnership with Multnomah County Health and CLEARCorps to particularly address those homes containing a child with an elevated blood lead level.

The PDC's Housing Development Finance program works to assure stable and affordable family housing with a continuing supply of rental housing, with a particular interest in affordable units for families under 80% of median family income.

## **VII. KEY FINDINGS OF THE WORK GROUP**

The Work Group, in reviewing best practices, noted the connection between children entering school ready to be successful, and such comprehensive efforts as:

- (1) High quality early education programs, such as Head Start;
- (2) Access to affordable, quality child care;
- (3) Effective early literacy efforts for all families;
- (4) Smooth transition from early care and education into school settings.

The following summarizes relevant findings from some of the research documents and from the Work Group's review. The combination of the Portland Multnomah Progress Board audit and the Washington County assessment begins to supply a full picture of current issues. See Appendix C for a summary of recent research regarding Head Start and for a full list of items from the Work Group's examination.

**A. Child**

- 40% of kindergartners in Multnomah County have problems in one or more areas that affect school success;
- Half the young children surveyed in Washington County have problems with basic reading skills, such as familiarity with books;
- Minority children do not have equal access to health insurance;
- 16% of children under the age of five in Multnomah County live in families where English is not the primary language;
- 7% more children in Multnomah County in 1995-96 were victims of child abuse and neglect than in 1994-95.

**B. Family**

- About 23% of children under the age of five (about 11,000 children) in Multnomah County are at or below the federal poverty level. The rate has increased from the 1980 rate of 15%;
- Research indicates strong correlation between poverty and decreased exposure of young children to language;
- 1684 cases were reported of Portland children being in the home when domestic violence occurred in 1997-98.

**C. Community Programs**

- In a national study, 80% of center-based child care programs were found to be of mediocre or poor quality. Forty percent (40%) of programs for infants and toddlers were found to endanger children's health and safety;
- Many different types of child care facilities in Oregon are not subject to inspection, licensing or monitoring;
- The Oregon Child Care Division has substantially reduced unannounced child care visits to licensed facilities;
- In Washington County as many as 48% families in some communities indicated difficulty in meeting specific mental health or other needs and obtaining parent education.

**D. Schools**

- Decreases in school funding have resulted in fewer educational options for young children;
- Attending preschool can have strong positive effects on school readiness at kindergarten;
- Public schools could strengthen developmentally and culturally appropriate curriculum;
- There is lack of effective activities which enable communication and a smooth transition between the site where the child has been cared for and the school.

**E. General**

- There are few visible champions in Portland and in Oregon for quality child care and education;
- In Portland, there is no system of support (“infrastructure”) which sustains quality service across institutions. Such a system would contain such elements as:
  - (1) mechanisms to provide parents information and support;
  - (2) opportunities for professional development and licensing;
  - (3) effective facility licensing, enforcement and program accreditation;
  - (4) mechanisms for insuring adequate, coordinated, flexible funding;
  - (5) mechanisms for planning and coordination across institutions.

**VIII. SUMMARY OF CHALLENGES**

The Work Group found gaps in service, some of which are beyond the scope of this review. However, it is understood that even small changes in the system can have multiple impacts. The existing **challenges** are:

1. Creating a visible commitment and champions in Portland for investing in the success of our youngest children, and for the importance of prevention to avoid later problems;
2. Advocating for and implementing a system of support to provide streamlined and consistent planning and policies across institutions and funding sources;
3. Achieving coordinated, non-categorical and adequate funding for appropriate services;
4. Responding to the growing diversity of family needs as they interface in the community, e.g., poverty, home language, culture, and family configuration;
6. Promoting smooth transitions and continuity of care and education from prenatal into kindergarten.

**IX. CRITERIA FOR SELECTING STRATEGIES**

Many worthy and broad-reaching ideas were generated by committee members. In order to keep its work directed to the narrow focus of the City and its interface with the community, the following set of criteria were applied to recommendations:



1. Strategies are realistic and achievable within the context of city government;
2. Strategies are comprehensive across early childhood care and educational services;
3. Strategies create long term positive change in how current systems provide services;
4. Strategies have demonstrated effectiveness;
5. Strategies will produce outcomes that can be measured cost-effectively;
6. Strategies are visible;
7. Strategies decrease barriers to quality services;
8. Strategies build on existing programs and efforts;
9. Strategies promote and strengthen partnerships;
10. Strategies acknowledge and support diversity while promoting common needs of all families.

## X. RECOMMENDATIONS

### *TO INCREASE THE PERCENTAGE OF PORTLAND CHILDREN WHO ENTER SCHOOL "READY FOR KINDERGARTEN":*

1. **The City will advocate with private, public, federal, state and local sources to fully fund quality early childhood education programs in the model of Head Start, beginning with all eligible low income children.**
2. **The City will advocate for the availability and accessibility of affordable quality child care.**

#### Strategies:

- A. Participate in county-wide planning regarding child care legislation and develop recommendations as part of the City's Legislative Package for 1999 having to do with improved access, affordability and quality of child care;
  - B. Complete a needs assessment of city employees and model a range of options which responds to their needs, e.g., on-site center, subsidies, enhanced referrals, sick care;
  - C. Advocate for expansion of training and technical support of all child care providers to provide quality and stability of the system.
3. **The City will be an active participant in developing an integrated system of support that provides consistent planning and policies across institutions and funding sources.**
    - A. Promote the "Essential Elements of Programs for Children" as a quality assurance plan for Portland and Multnomah County;

- B. Support and participate in the strategic planning process sponsored by the Early Childhood Care and Education Council, taking place in March, 1999;
  - C. Work with the County and the Portland Multnomah Progress Board about the implementation of the “Children’s Readiness to Learn: Strategies for Improvement.”
4. **Working with school districts and other agencies, the City will seek opportunities to promote and expand early language and literacy efforts, beginning with families and child care providers.**
  5. **The City will encourage school districts to review and improve plans to smooth the transition of young children and their families into school.**
  6. **The City will develop policies and practices to be “family friendly” as a public service institution and as an employer, in which employees are helped to balance work with family and home.**

## **XI. IMPLEMENTATION**

At this time, the monitoring of these efforts will be coordinated by the Mayor’s office. The Work Group recognizes that these recommendations will need more specificity as the issues are developed. It also respectfully requests that the Work Group be reconvened in a year to review the progress made in fulfilling these recommendations, and to report back to Mayor Katz and Commissioner Francesconi on its findings.

**DRAFT REPORT**

**VOLUNTEER/MENTOR WORK GROUP**

**CITY/SCHOOLS AGENDA**

**Priority Strategies of Mutual Interest to the  
City of Portland and Portland School Districts**

**November 1998**

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**CITY OF PORTLAND**  
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Four strategies were identified as the highest priorities:

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- (4) Increase the number and improve the quality of early childhood activities.

**II. PURPOSE OF WORK GROUP**

The **purpose** of the work group was identified as:

**To report to the Mayor, Commissioner Francesconi and superintendents of the Portland school districts about how:**

**“To increase the number of Portland children who have caring adults in their lives.”**

Initial objectives were proposed:

1. To increase the number of City employees acting as mentors/tutors by \_\_\_%.

2. To increase the number of parent involvement activities by City employees in their own children's education.

The need for consistent, caring adults in the lives of children has been recognized in the research as being essential for the child to develop successfully. However, there are too many children who do not experience this network of caring adults in their lives.

Research indicates that a highly structured mentor program can make major positive differences for at-risk youth, resulting in important and observable changes in attitudes and behaviors. In a rigorous national evaluation of Big Brother Big Sister programs, the 10-14 year-old at-risk youth participated in adult-youth pairs with regular, frequent (at least three times a month), four-hour meetings for at least a year. Compared to their counterparts who were on the waiting lists, the youth:

- were 46 % less likely to start using drugs, and 27% less likely to start drinking;
- were one-third less likely to hit someone;
- skipped half as many days of school, felt more competent about their ability to do well there and got slightly higher grades; and
- reported more positive relationships with their peers and parents.

At the same time, in the June meeting with the school superintendents, it was noted that research indicates the importance of parent involvement in the education of their children, and that it would be important to consider those employees who are parents in terms of their "caring adult" roles.

### III. PLACING THIS EFFORT WITHIN A CONTEXT

#### A. NATIONAL EFFORTS

- **America's Promise**

In April, 1997, Colin Powell led a Presidential Summit in Philadelphia, introducing five resources necessary to aid the youth of this country and reduce problems facing America's youth. **"Ongoing relationships with caring adults"** was the first resource. Others included: safe places and structured activities; a healthy start for a healthy future; marketable skills through effective education; and opportunities to serve. The Summit stated that "Caring and connectedness within and beyond the family consistently are found to be powerful factors in protecting young people from negative behaviors and in encouraging good social skills, responsible values, and positive identity." However, "most youth do not experience this web of adult support and care beyond their families." Additional information is found in Appendix A.

## **B. OTHER STATES**

- **California**

Governor Wilson in 1995 created the California Mentor Initiative to expand and enhance mentoring services statewide, recruit state employees to be mentors, help fund local mentor programs, generate resources through the private sector, and evaluate the outcomes of mentoring projects. The Initiative established the California Mentor Council, a Work Group of leaders from business, entertainment, sports, private mentor programs and public agencies who set overall goals, increase public awareness and seek other funding sources. The Mentor Resource Center also was established as a library and clearinghouse for information about California mentoring programs and a referral service for potential mentors.

## **C. EXAMPLES OF QUALITY PROGRAMS IN PORTLAND**

In addition to the SMART program, Portland is lucky to have some mentor programs which maintain high standards as they match volunteers with youth in mentoring relationships. Additional descriptions of these programs are located in Appendix B.

- **The Mentor Program**

This program is a joint venture among the Oregon Department of Human Resources (DHR) Community Partnership Team, The Leaders Roundtable, various public and private nonprofit groups, and local community volunteers. Mentors work with students ages 5-18 years old on a one-to-one basis, both within and outside the school setting, for a minimum of one hour per week for a duration of an academic year. The focus promotes 100% high school completion. At this program's height, it served 450 students in one year, but now is able to only serve 200 students or less.

- **Big Brothers, Big Sisters**

The Portland program is housed with the Urban League, and has five field sites, serving about 150 adult-youth pairs with regular, frequent, four-hour meetings for at least at year.

- **Committed Partners for Youth**

This program focuses on middle school students identified as being at risk for poor attendance, performing below their academic potential or dropping out of school. It is an intensive program with at least weekly contact between the youth and mentor for a year, plus twice monthly group meetings and monthly recreational activities. Forty students are served each year.

#### D. RELATED LOCAL EFFORTS

- Let's Talk Youth! Tri-County Summit

A local follow-up to the America's Promise Summit was held in Portland on May 6, 1998. At the summit, almost 50% of the attendees promised to become or continue to be a caring adult in the lives of youth. Since then, an *ad hoc* committee on mentoring has drafted a position paper regarding the need for a central processing point for people who want to mentor and the need for a Leadership Council to conduct a feasibility study, a formal needs assessment of local mentoring providers, and initiate the process of developing a strategic plan to "bring to scale."

- **Hand-in-Hand Campaign, Children First for Oregon/Urban League**

Portland is one of eight cities in the U.S. designated by the Mattel Foundation for the Hand-in-Hand campaign to improve the education of all children, with an emphasis on increasing family involvement in the education of their children. One of the local efforts is to encourage businesses to become an "8 for Kids" employer, in terms of giving employees eight (8) hours of paid release time per year to be used specifically for school visits. Also, Children First coordinates with the Oregon Commission on Children and Families of the *Families in Good Company* effort to honor businesses that have made a commitment to family friendly policies in the workplace.

#### E. CURRENT CITY PRACTICES

In 1993, a resolution was adopted establishing the CITY KIDS VOLUNTEER PROGRAM allowing employees to use flexible time to volunteer with Oregon's SMART (Start Making A Reader Today) or as a volunteer in their children's schools. It was based on RESOLUTION No. 32670 of 5/14/80 which allowed for flexible time scheduling for city employees where feasible and with the approval of their supervisor and the specific bureaus in which they worked. See Appendix C for the 1993 Resolution.

Over the years, apparently a total of 69 city employees have been involved with SMART, with 31 being active in 1997-98. A staff member in the Mayor's Office has been the contact person.

In August 1998, Commissioner Hales' office surveyed those city employees who have been or still are SMART volunteers and who are still with the city. Of the 25 responses, a number expressed the rewards of building relationships with the children over the year. "It was a joy to see them learn and grow," wrote one volunteer. By far, the major barrier that employees encountered was the issue of the time it takes away from work, especially considering the complications of transportation to and from the site. Others mentioned the conflicts with work, and that it can create hardships for other employees. One person



wrote, "My work schedule is demanding and there were constant conflicts...I think many people feel 'stressed out' about their time, and already feel that family and personal affairs are intruded into by work hours." The survey findings are in Appendix D, along with a summary of a similar survey done in 1996 in which there were similar findings.

The Work Group also analyzed current efforts, identifying strengths, challenges, weaknesses, and opportunities. Please see attached summary in Appendix E.

#### **IV. PROCESS**

The Volunteer/Mentoring Work Group included City employees, union representatives and people actively involved in these areas in Portland. Please see Appendix F for the list of participants. The Work Group was chaired by Betty Campbell, former principal of Boise-Eliot, assisted by Ann Witsel, private industry consultant on balancing work and life, and staffed by Carol Turner, City's Education Advocate.

The Work Group met three times to:

1. Review current practices of the City: strengths, challenges, weaknesses, opportunities;
2. Review best practices;
3. Identify key strategies;
4. Recommend measurable indicators and interim goals.

The first three tasks were initially completed, while acknowledging that this was only a beginning exploration of the issues. The fourth task will be completed after the draft recommendations are reviewed by the Mayor, Commissioner Francesconi and the superintendents.

#### **V. CONCLUSIONS ABOUT EMPLOYEE PARTICIPATION:**

1. The City has volunteers participating in SMART, with minimal participation. There are undoubtedly other employees who are volunteers in additional programs serving youth. Outside of the SMART volunteers, there is no data on the number of other employees volunteering with youth, the type of activities, and what supports them or is a barrier. In addition, there is minimal capability for tracking participation over time.
2. What are the various challenges to significantly increasing the number of city employees involved in the lives of youth?
  - Logistical difficulties can make it difficult to volunteer or mentor during work time: e.g., difficulty with transportation to and from site, plus parking downtown, which adds to time away from work.
  - Employees need encouragement, information, training, and recognition to assist them in trying something new.

- Work culture does not encourage taking time away from work for such service. Employees feel guilty and at times feel the resentment of colleagues.
  - Individuals now are involved, but most Departments and Bureaus do not see it as part of their strategic plans.
  - While certain programs with youth are determined to be more effective than others, based on research, it may be necessary to involve some city employees first in “less intense” activities with schools and children as they increase in their levels of comfort. At the same time, it is important to encourage employees’ involvement in those activities which will have the most impact for our youth.
3. In the process of learning about the range of mentoring and tutoring activities in Portland, the Work Group heard consistently that there is a need for a defined structure which would allow the disparate efforts to coordinate with each other and to increase in capacity. Quality programs exist, but often there is inadequate staffing to maintain high standards in recruiting, screening, training and supporting volunteers. Thus, there can be young people to be mentored and adults who want to be mentors, but not adequate staff to support the mentor/mentee match. The group also heard that there can be some programs that have space, but not the adequate coordination to notify other overfilled programs. If the standards are not maintained, then the experience for the youth can decrease in effectiveness and/or the experience for the mentor adult can be unsatisfying.

## V. SUMMARY

In reviewing current city activities and best practices, the Work Group came to several conclusions, which then guided the following recommendations:

**In order to increase employee participation in youth mentoring and related activities, several things are important: a range of options, a supportive organizational culture, and well structured opportunities.**

1. **In constructing opportunities for volunteering, it is important to recognize that employees, and bureaus as a whole, are willing and able to commit to different types of activities, with different levels of involvement.**
2. **In order for city employees to support schools and youth, it is first necessary to support employees as they struggle with balancing their own work, and personal and family lives, so they can be the best employees possible.**
3. **If volunteer opportunities are not well structured, both volunteers and youth will feel the impact.**

## VI. RECOMMENDATIONS

### OBJECTIVE No. 1:

**By 2005, the City of Portland will have 10% of city employees actively involved with the education and well being of youth.**

#### Strategies:

1. The City will document by June, 1999 and track the number of city employees who are volunteering in the education and well being of youth.
  - a. Identify current levels and types of participation;
  - b. Review barriers to participation;
  - c. Make recommendations about policies and practices which will support this objective;
  - d. Evaluate on an ongoing basis how the process is working.
2. The City will market information about and recruit employees for existing opportunities.
3. The City will provide central coordination for this initiative and will develop for departments and bureaus general guidelines which include what constitutes high quality standards for volunteering and reasonable methods for implementation.
4. Each department will develop policies and practices that support volunteer participation as an integral part of its mission, and identify a champion to provide coordination. Examples of policies and practices might include:
  - a. Develop ways to minimize barriers, e.g., allow a city car for use by volunteers;
  - b. Establish an accountability mechanism that assures development and implementation occurs;
  - c. Develop incentives for departmental participation, including acknowledgment through established recognition programs, such as the Spirit of Portland awards;
  - d. For every hour of volunteer time, the employee will receive an hour of paid time, up to four hours a month.
5. The City will actively participate in the development and maintenance of a comprehensive infrastructure in Portland that supports a quality integrated system providing ongoing relationships with caring adults.

### OBJECTIVE No. 2:

**By 2003, through policies and practices, the City of Portland will be a family friendly employer in which employees are helped to balance work with family and home life.**

Strategies:

1. The City will develop a mission statement defining what it means for the City to be “family friendly.”
  - a. Convene a work group representing both exempt and non-exempt employees;
  - b. Analyze current practices for strengths and gaps, and determine what improvements are needed;
  - c. Complete a cost/benefit analysis, including an examination of: recruitment of new employees, retentions, absenteeism, and training.
2. The City will develop and implement formal policies and practices for becoming a “family friendly” employer. (Will need to determine possible costs and phase-in implications.)
3. The City will provide central coordination for this initiative and will develop for departments and bureaus general guidelines about what constitutes “family friendly” practices.
4. Each department will develop policies and practices that support employees balancing their work with home and family lives.
5. Each department will develop strategies in their strategic plans to increase the involvement of family members who are employees in the education of their children, e.g., increase attendance at school conferences, etc.

**VII. IMPLEMENTATION**

At this time, the monitoring of these efforts initially will be coordinated by the Mayor’s office. The Work Group recognizes that these recommendations will need more specificity as the issues are developed over time. Advocating with other institutions and businesses about these issues will be an important component. Also, reallocation of funding or staff for full implementation may be necessary.

Finally, the Work Group respectfully requests that the group be reconvened in a year to review the progress made in fulfilling these recommendations, and to report back to Mayor Katz and Commissioner Francesconi on its findings.

**RESOLUTION NO. 35780**

Agreement between City of Portland and Portland area School Districts to work together on City/Schools Agenda (Resolution)

WHEREAS, the last City/School Policy defining the City's role in relation to schools was adopted in 1979; and

WHEREAS, it is appropriate to now review, renew and strengthen such partnerships during this time of unstable school funding, when the focus on implementing higher academic standards is paramount, an increase in diverse populations is occurring and a tight housing market exists for low income families; and

WHEREAS, the City Council adopted a goal for 1999-2000 to "Support quality education to produce well educated citizens;" and

WHEREAS, good schools are critical to sustaining a healthy, vibrant city by acting as a magnet to both families and businesses; and

WHEREAS, good schools produce responsible citizens and a well prepared work force; and

WHEREAS, good schools prevent later human problems by early investment, saving public dollars; and

WHEREAS, the City and the Portland area school districts which include Centennial, David Douglas, Parkrose, Portland, Reynolds and Multnomah Education Service District have identified a common vision to guide this joint effort:

*The City and school districts in Portland together with other community partners will produce young people who achieve academically, are ready for the world of work, and are responsible citizens; and*

WHEREAS, the City and the school districts have identified goals which respond to identified mutual interests.

## NOW, THEREFORE BE IT RESOLVED THAT:

- The City of Portland and Portland area school districts agree to work together on the following identified goals as the initial focus of the City/Schools Agenda:
  - Achieve adequate and stable school funding;
  - Provide after-school activities;
  - Increase the percentage of children who enter school "ready for kindergarten;"
  - Increase the number of children with consistent, caring adults in their lives;
  - Reduce youth violence.
  - Support the districts' efforts to achieve CIM standards; and
  - Develop school-to-work activities to support the districts' efforts to achieve CAM standards.

## BE IT FURTHER RESOLVED THAT:

- The City of Portland and the Portland area school districts agree to develop a work plan with identified priority strategies.

## BE IT FURTHER RESOLVED THAT:

- The City of Portland and the Portland area school districts agree to annually review the goals of the City/Schools Agenda and the updated work plan.

Prepared by Carol Turner  
Mayor's Office

Adopted by Council: **MAR 31 1999**

**GARY BLACKMER**  
Auditor of the City of Portland

By:  Deputy

399

Agenda No.

RESOLUTION NO.

35780

Title

Agreement between City of Portland and Portland area School Districts to work together on City/Schools Agenda (Resolution)

INTRODUCED BY	Filed: <b>MAR 26 1999</b>
Mayor Vera Katz & Commissioner Jim Francesconi	Gary Blackmer Auditor of the City of Portland
NOTED BY COMMISSIONER	
Affairs	
Finance and Administration <i>UK</i>	By: <u>Betta Olson</u> Deputy
Safety	
Utilities	For Meeting of: _____
Works	
BUREAU APPROVAL	ACTION TAKEN:
Bureau: Mayor Vera Katz	
Prepared for Mayor Katz By Carol Turner Dated 3/31/99	
Budget Impact Review: <input type="checkbox"/> Completed <input checked="" type="checkbox"/> Not Required	
Bureau Head: Mayor Vera Katz <i>UK</i>	

AGENDA		FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:	
			YEAS	NAYS
Consent	Regular <input checked="" type="checkbox"/>	Francesconi	✓	
NOTED BY		Hales	✓	
City Attorney		Saltzman	✓	
City Auditor		Sten	✓	
City Engineer		Katz	✓	