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Community Grants Reporting Guidance

A collaboration between Smart City PDX Data Services, City Budget Office Performance Management, Grants Management Division, and the Office of Equity and Human Rights

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Version 1.0

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I. Introduction

The City of Portland partners with nonprofit organizations, government agencies, local businesses, and community members to support initiatives and programs that align with the City's mission, priorities, equity goals, and core values. Such partnerships may take the form of direct financial support through grants, sponsorships, or other financial assistance funded through the City's direct financial resources or allocations from third parties such as grants from federal, state, or philanthropic sources.

In 2021, the Grants Management Division, Smart City PDX Data Services, and Office of Equity and Human Rights initiated a data and equity reporting pilot program as part of the City's federally funded pandemic relief programs. This pilot examined how the city could improve how grants were accessed, tracked, and reported citywide. It was found that while the City's Grants Division consistently administered and monitored grant payments across all service areas, the grant *programs* were typically managed by staff in each individual Service Area. This lack of citywide coordination on program development and delivery led to duplication of work, inconsistent and conflicting expectations for Grantees, and an inability to easily report on impact and outcomes across citywide grant programs.

In addition, the pilot found that grant programs were often developed to be responsive to the community's needs and different types of partners. While largely positive, this targeted and responsive approach made it challenging to tell stories about grants with the same overarching goals. It also perpetuated inconsistent information across grant programs, resulting in unclear and varied grant storytelling and an inability to report on the impact of each program individually and collectively.

The Community Grants Reporting Guidance was developed to address the pilot's findings and to create systems that –

- Improve a Grantee's reporting experience, understanding, consistency, and accessibility across citywide grant programs.
- Introduces data collection requirements, best practices, and other tools that align reporting methodologies across city service areas.
- Assists staff in developing performance measures that increase the Grantee's ability to tell the story of how grants are being used, who is performing the work, and who is benefiting from the program.
- Improves access to grant information by City leadership, staff, Grantees, and the public to promote transparency, accountability, evaluation, and ongoing decision-making and investment.

This guidance is a tool to assist Grant Program Managers in understanding the City's data collection requirements and help them develop grant performance measures. Except where noted in the City's Outgoing Grants Administrative Rule FIN-6.17, grant programs must be developed with the reporting requirements outlined below.

II. Reporting Responsibility

There are four primary teams responsible for supporting the grant program reporting and ensuring the provisions of this guidance are followed –

1. Smart City PDX Data Services

- Collaborates with the Grants Management Division, Office of Equity and Human Rights, City Budget Office Performance Management, Grant Program Managers, and other City staff to maintain and update the City's data standards, this guidance, and other applicable tools.
- Provides technical assistance and support to Service Areas on data collection requirements.
- Administers and maintains the citywide data repository for grant-related data collection.
- Develops and creates citywide and program-related reports.
- Smart City PDX Data Services analyst will serve as the first centralized data and equity analyst to support the implementation of FIN-6.17.

2. Grants Management Division

- Establish general concepts and framework for administering and managing the outgoing grant programs.
- As needed, initiates independent reviews on the grants program to determine grant program compliance with reporting requirements.

3. Service Areas Grant Program Managers

- Responsible for administering all components of the grantmaking framework, as outlined in FIN-6.17.
- Collaborates with centralized data and equity analysts to determine grant-related data collection requirements for each program.
- Works with Grantee to establish performance measures and oversight.

- Monitors Grantee performance through data collection.

4. Grantee

- Works with the City's Grant Program Manager to finalize performance measures.
- Follow reporting requirements as detailed in the Grant Agreement.

III. Report Administration

1. Identifying and Using Data Standards

A "data standard" is a data collection requirement. Standards can include the types of inputs, categories, who it applies to, and collection methods. Data standards can apply to Grantees, sub-recipient Grantees, contractors, or anyone working for or benefiting from the grant program. These standards can originate from a citywide policy, funding source, the grant program, the Grantee, or any combination of these sources.

Examples of data standards include –

- **City Policy**: Race, ethnicity, language, disability, and tribal affiliation demographic information (Civil Rights ADM-18.03)
- **Funding Source:** Federal data collection requirements for the Homeless Management Information System (HMIS)
- **Individual Grant Program:** Type and location of events
- **Data Collection Methodology:** Participant self-reporting of race/ethnicity
- **Data Reporting**: Disaggregating race/ethnicity from individual grant participant information

Data standard requirements may cover more types of data than are required for your grant. It's important to start with a clear purpose and use when collecting data. Otherwise, a specific data standard may not apply.

For example –

- Your grant is funding hygiene stations for the homeless community; there is no clear use for collecting language data. Therefore, you do not need to collect language data, even though it is a citywide demographic data standard.

Additionally, a Grantee may have data standards that do not align with the City or other funding sources.

For example –

- A Grantee may collect data on a participant's gender but only offer three options — male, female, and other. However, the funding source may require gender information and have additional options like "nonbinary" or "genderqueer."

Another standard that may not be explicit is the data collection methodology. For example, the requirement in Civil Rights ADM-18.03 that demographic data should be self-reported.

Because of these nuances, Program Managers should be prepared to review the citywide, program-specific, and organization-specific data standards requirements with the Grantee.

Requesting a Grantee's data standards and reviewing how the information aligns with the City's requirements is essential to the success of a grant. Any agreements about data standards should be described in the grant agreement as an "Exhibit" or as part of the "Scope of Work." This "Exhibit" should include any applicable City Data Standards and, if applicable, how the Grantee's differing standards will align with the grant program's requirements. Doing this work upfront will help create a smoother reporting experience for all parties.

Work with the Data Services analyst and the Grants Management Division to better understand the City's and your grant program's data standards and how to align them with those of your Grantees.

2. Types of Reporting Measures

There are two broad types of performance measures granting service areas should typically request:

1) City grantmaking measures

2) Grant performance measures

2a) Standardized

2b) Partner-proposed

a. City Grantmaking Measures (1)

City grantmaking measures are data points about an organization applying for grant funding and are typically requested during the grant application process. These measures help the City understand what types of organizations are applying for and receiving grants. It also helps the Grant Program Manager understand what types of organizations might be best equipped to meet the program's intended outcome.

For example –

- Grant programs may need a partner who provides culturally specific services as part of the intended outcome. Collecting information about a Grantee's staff demographics may help determine whether an organization can meet the needs of a targeted population.

b. Grant Performance Measures (2)

Performance measures are regular, time-based measurements of how a Grantee executes a grant's outcomes and goals. The Grant Program Manager typically develops draft versions of a grant's performance measures and outcomes when developing the application and program materials. Completing this upfront work creates transparency about the intended outcome of the grant and reporting requirements and will help potential applicants assess their capacity to meet the grant's requirements.

Final performance measures, however, are created as part of the grant negotiation and agreement process. Both standardized (2a) and partner-proposed measures (2b), described below, can be refined with the Grantee at this time. It is important to note that if a grant program issues grants to multiple awardees, Grant Program Managers should develop consistent measures across grant agreements to better assess the performance of a grant as a whole.

Two types of performance measures should be collected:

- First, to support consistent data across all Grantees, we recommend that Grant Program Managers require reporting from each Grantee on the same standardized measures (2a).

  For example –

The number of people served and disaggregated by race and ethnicity or another demographic specific to your program. If a program funds Grantees to support community events, have standardized measures such as number of event participants, zip code of the event, type of event and provide consistent categories for the Grantee to choose from.

- Second, Grantees should be encouraged to propose additional measures to bolster their internal reporting requirements (2b). Grantees know the story of their proposed work the best. These measures will further help tell the story of specific goals of their proposal.

The process of developing clear grant performance measures is outlined in Section IV: Developing Performance Measures.

3. Required City Grantmaking Measures

As part of the grant application process, the City collects information, or measures, that help establish an organization's eligibility and ability to perform the work. At a minimum, the following information is **required** for any entity applying to receive grant funds:

- Type of organization: Non-profit or business
- Number of full-time equivalents (number of staff)
- Percent of board or leadership who identify as Black, Indigenous, or Person of Color
- Percent of staff who identify as Black, Indigenous, or Person of Color
- Disclosure on if they were a prior City Grantee

Depending on the scale or complexity of the grant award, Service Areas may require additional measures to gauge an organization's ability to perform the requested work. This is often determined through completing the grants program document or reviewing a Grantee risk assessment. The Grant Program Manager should work with the Data Services Analyst and the Grants Management Division to determine additional grantmaking measures for your program to collect about organizations at time of application.

4. Civil Rights & Equity-Related Compliance

The City or other funding source may require specific compliance-related reporting requirements related to the civil rights and equity initiatives. Each Grant Program

Manager should work with the Office of Equity and Human Rights, Data Services Analyst, and the Grants Management Division to determine what applies.

The following are requirements that apply to all grants, regardless of funding source:

a. Civil Rights Title VI, ADA Title II, and Language Access

All grant programs must align with Civil Rights Title VI, ADA Title II, and Language Access laws. Compliance requires Grant Program Managers to document and report on efforts that support citywide outcomes in support of these laws. Some of these outcomes include:

1. Providing inclusive, accessible, meaningful, culturally specific engagement to communities through relevant notifications (see "Notice" section below) and encouraging public participation in the planning and ongoing phases of distribution of the grant funds, as appropriate.
2. Creating equitable impacts and treatment by ensuring nondiscrimination in decision-making regarding implementing and/or continuing publicly funded grant programs, services, and activities.
3. Fostering and ensuring equitable access to the grant benefits through public involvement and data collection.
4. Supporting communities' needs and promoting equitable outcomes.

Civil Rights Title VI, ADA Title II, and Language Access objectives require that the work is measurable and demonstrative. Defining, tracking, and sharing equitable outcomes and measures for grants is a key part of this work. Following the reporting guidance throughout this document sets up Grant Program Managers and Grantees to successfully complete numbers 3 and 4. The rest of this section will provide more details on access and nondiscrimination, numbers 1 and 2.

Before entering into a grant agreement, the Grant Program Manager is responsible for determining how the grant program will meet the Title VI, ADA Title II, and Language Access compliance requirements either in partnership with a Grantee or with the Grantee managing on behalf of the City. These requirements extend to Grantees, subrecipient grantees, contractors, and subcontractors. The grant agreement should outline who is responsible for performing and documenting compliance, which includes the following responsibilities:

- Process to intake, manage, resolve, document, and report discrimination complaints (Civil Rights Title VI and ADA Title II). More details on Civil Rights Title VI and ADA Title II complaints:
    - https://www.portland.gov/officeofequity/equity-title-vi-division/civil-rights-title-vi-complaint-process
    - https://www.portland.gov/officeofequity/disability-division/ada-complaint-process
- Process to manage, track, and provide language access and language services requests (Language Access).
- Process to manage, track, and provide accommodation requests, programmatic and physical accessibility, and effective communication (ADA Title II). Process to manage, track, and provide notification of rights (Civil Rights Title VI, Language Access, and ADA Title II).
- Process to manage, track, and provide equitable opportunities for public engagement (Civil Rights Title VI, Language Access, and ADA Title II).

Office of Equity and Human Rights, Bureau Equity Managers, and Bureau ADA and Language Accessibility Liaisons are additional resources to consult with to establish expectations and track compliance.

In addition, the Grant Program Manager should ensure that the following activities are documented as part of the grant program:

- Document how engagement with impacted communities informed your project's goals or design.
- Did you use any equity or impacted community-related data, research, analysis, or tools to inform your project's design and/or delivery?
- Did any outreach or engagement ensure equitable access to your project? (i.e., grant information sessions)

Documentation supporting efforts and/or progress made on the above shall be available to the City upon request.

b. Notice of Equity, Access, and Nondiscrimination

Notice of equity, access, and nondiscrimination should also be provided in all grant materials. Notification requirements extend to Grantee, contractors and subrecipient Grantees working on behalf of the City.

As a general rule, public-facing communications (notifications, information materials, websites, reports, communications, forms) should have three elements:

- Equity and Civil Rights notification
- Meaningful Access Statement
- Contact for Complaints or Requests

The Office of Equity provides standardized notice templates with instructions and examples of when to utilize each version.

An example of this notice from the City's American Rescue Plan grant program:

> The City of Portland is committed to equity and meaningful access, and prohibits discrimination on the basis of race, color, national origin (including limited English proficiency), disability, age, sex, sexual orientation, gender identity, religion, source of income, or familial status in accordance with local, state, and federal laws. To request translation, interpretation, accommodations, modifications, or other auxiliary aids or services, or to file a complaint of discrimination, contact XXX-XXX-XXXX [add program contact information] or 311 (503-823-4000), for Relay Service & TTY: 711.
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The City's grant agreement templates include sections about this specific provision. However, we recommend talking with each partner about this explicitly to highlight where this notice can be incorporated. For example, if a Grantee will create flyers or other communications for a grant funded event, this type of notice should be incorporated and a plan to meet any accommodations requests. This will also help you, as a Grant Program Manager, to ensure that you have workflows in the process to track, follow up on, and resolve any requests from someone acting on a piece of the notification statement.

5. Other Requirements & Disclosures

a. Public Records and Privacy

It is important for Grantees to understand that information provided to the City may be subject to disclosure under state law such as Oregon's public records law. In the same section as reporting definitions and methods, grant agreements should include the following:

> Information you provide to the City may be subject to disclosure under state law, such as Oregon's public records law. Reporting data shared with the City should be anonymous and not include personally identifiable information.

Grant reporting must balance the collection of information for storytelling and evaluating equity with protecting a participant's or organizational privacy. A common mistake is receiving a spreadsheet with hidden columns or sections. However, when you open the spreadsheet using a different analysis tool, such as R, you can see all the original data, and a participant's personal data may be compromised.

It is important that Program Managers review best practices and develop a data plan with Grantees to help protect privacy. When tracking a participant's information for service, project delivery, or auditing, one option is for the grant agreement to specify that the Grantee records and maintains that information on their own systems and does not share it with the City.

For example:

> **Description of service:** Keep an accurate inventory of computers received and distributed. The Grantee must maintain a record for 5 years of the names of individuals who received a computer. This record is to comply with the federal source of grant funding. Individual names should not be shared with the City of Portland unless there is a compliance audit by the federal government.

b. Allowable Costs Related to Reporting

Grant materials and agreements should also include a direct statement about whether the grant funding can be used to support reporting activities. There should be clear communication about allowable costs and whether grant funds can be used for expenses such as software, data management tools, staff time, and benefit costs.

Questions about additional allowable costs (food, employee time for other types of activities) and required receipts or supporting should also be addressed in your grant program materials. If there are questions, refer to the Grant Management Division's policies or contact your assigned grant analyst.

c. Disclosing Reporting Requirements for Grantees

Reporting requirements and other compliance activities must be clearly defined in requests for applications (RFAs), grants agreements, and subrecipient agreements before the work is executed. Final performance measures may change from the RFA stage to the grant agreement because Grantees may propose additional performance measures to help tell the story of their work. It is still important to be up front with reporting requirements and as many details as is possible at the application stage. This way Grantees can assess if applying is the right fit for them before putting effort into an application. This can also help prevent scenarios where an applicant is picked but then as they enter into the grant agreement stage or later, they realize they cannot comply.

It is essential to disclose that reporting and Title VI, ADA Title II, and Language Access compliance requirements extend to any sub-recipient grantee, contractor, or subcontractor using grant funding. The Grant Program Manager should review these requirements explicitly with potential grantees as part of the application process (if information sessions are held) and as part of the award and grant negotiation process. This can also help prevent scenarios where a grantee is selected but then realizes they cannot comply with the requirements. For example, one scenario to plan for is if reporting or compliance data needs to be received from multiple subrecipients for the Grantee to complete their reporting. By discussing and planning, agreements can detail reporting deadlines to account for this timing and coordination.

How compliance is achieved can be negotiated, and responsibilities can be shared between the City and the Grantee. However, the grant agreement must document who is responsible for each aspect of compliance and reporting.

6. Reporting Expectations

Reporting is necessary for accountability and transparency but should not become a primary focus of the grant. We recommend setting a quarterly reporting standard with Grantees for the best balance of grant monitoring and implementation. We discourage requesting reporting any more frequently than monthly as this affects the workload of staff executing and managing the grant, as well as the Grantee.

To determine the most helpful frequency for your grant, consider your grant program and management needs. For example, consider the following questions –

- How long is the duration of the grant program?
- What are the performance measures and disbursement schedule? Do you want them to align?
- Are there expectations for sharing information with leadership and community stakeholders at a specific cadence you must build backward from?
- Has feedback from previous Grantees of similar or related grants informed the appropriate frequency?
- What does the Grantee think?

There are scenarios when a Grantee may not have new reporting data to submit by the predetermined deadlines. Grant agreements should clearly outline what type of communication is needed to address this.

For example –

- At the beginning of a grant period, the Grantee may be setting up a new process for the grant that will later produce the reporting or logistics for an event, which is the focus of the reporting. The Grantee should send an email at the reporting deadline stating there is no new data to submit and why. This is still a good touchpoint in the progress of the work and keeps contact and reporting deadlines consistent.
- Another example is to say that reporting deadlines apply once work has begun and money is being spent. Another consideration is designing measures that capture the progress of work throughout the whole period.

Example of quarterly reporting deadline standard:

- Quarterly reporting periods:
  - Q1: Jan 1 - March 31
  - Q2: April 1 - June 30
  - Q3: July 1 – Sept 30
  - Q4: Oct 1 – Dec 31
  - Data submission due by end of day on the 15th after each reporting period end date.

7. Grant Program Reporting

The intention of the original pandemic-related pilot program and the development of this guidance is to create a citywide reporting methodology that will help program managers, City leadership, and the public understand the City's investment in the community and demonstrate the overall performance and impact of the grant programs being administered.

Since the arc of this work is still being implemented, the Grants Management Division and Smart City PDX Data Services teams intend to develop a data management system from which the data analysts can query data and generate individual and comprehensive citywide grant performance reports. **This work is still in progress.**

As these tools are being developed, please consult the Data Services analyst and your own bureau data analysts about your grant program's reporting needs.

IV. Developing Performance Measures

Reporting from grant programs supports the accountable and transparent use of public funding. The information and data collected from grant reports should also be used to inform future decisions. For this purpose, all City-issued grants should require performance measure reporting from Grantees. This section walks you through key concepts and the basic steps of how to structure this reporting request.

Oftentimes, the terms reporting measure, performance measure, or performance metric are used synonymously. These terms can also sometimes feel intimidating or create a feeling of pressure to design grand, aspirational measures. As City staff and with community partners, you know the work well and how to tell the story of your work.

Defining measures helps translate that work into data that can be reasonably collected. Choosing measures that align with your project scope and intended impact gives us the ability to assess progress of the grant toward the grant program's goals, compliance requirements, and citywide goals. Oftentimes, measures may end up being simpler and more direct than you would initially imagine! The Standardized Grant Measures section below includes a strategy to “work backward” from citywide goals to grant program goals to develop measures.

1. Defining Performance Measures

A performance measure is a numerical measurement that typically includes:

- **Summary Statistic**: such as count (number), percentage, average, or median
- **Topic**: the thing you are measuring
- **Scope**: what to include or exclude, like waste pickup for households and not businesses (optional)
- **Timeline**: most likely annually, quarterly, monthly (optional; this is often determined by reporting frequency)

Below is an example of a performance measure:

"$\underbrace{\text{Number}}_{\text{summary statistic}}$ of $\underbrace{\text{clients served}}_{\text{topic}}$ $\underbrace{\text{who identify as Black, Indigenous, or Person of Color}}_{\text{scope}}$"

Qualitative measures are measures with data sources in which people can express their perspectives and feelings, which are then quantified. Possible qualitative data sources include surveys, observations, and coding of themes from narrative sources such as interviews. Typically, we recommend at least a few qualitative measures, especially for programs that provide direct services to the community.

An example of such a measure is –

> “Percent of respondents who reported being satisfied or very satisfied.”

2. Types of Performance Measures to Request

Most governmental and non-profit organizations engaged with performance reporting categorize measures based on the type of information they convey. While the vocabulary may differ slightly, measures typically fall into one of the categories in the bulleted list below. There are additional measure types, but these are the key ones granting service areas should focus on for simplicity of reporting:

a. Outputs

Measures of the quantity of work "produced." They are activity-oriented and usually under managerial control. They typically measure activities such as the number of people served, the number of cases processed, the number of buildings serviced, the number of items repaired, etc.

- How much did we do?

b. Quality

Measures that tell us how much of our work meets certain criteria determined by a program goal, policy, professional standard, etc. This includes, but is not limited to, timeliness (e.g., the percentage of cases processed within 30 days), inclusiveness (e.g., the percentage of participants from households under 150% of area median income), completion (e.g., the percentage of participants who completed training), and availability (e.g., the percentage of system uptime).

- How well did we do it?

c. Outcome

Measures that tell us if we are achieving the intended program or service results. This includes proxies for hard-to-measure outcomes (ex: percent of Portlanders who rate the city's streets and public spaces as clean, as a proxy for amount of trash and graffiti), short-term results critical to program operations (ex: percent of people connected to health service), and long-term circumstances (ex: number of people who had an increase in earnings after program participation).

- Is anyone better off?

Longer-term outcomes can be hard to measure, especially because it is difficult to determine causation and because improving circumstances requires consistent investment that goes beyond a single grant. This may be true for citywide budget priority or equity outcomes. It may be more appropriate to develop and track these bigger picture outcome measures at the Service Area level, and not for individual grants or grant programs.

Grant outcomes should be designed to be specific to the grant projects and what will be possible with the grant funds. Working with a grantee to understand what they hope to achieve will lead to identification of possible and meaningful outcome measures.

3. Working Backwards from Goals to Measures

These three measure types can be presented to show how the program is intended to work and to show the relationship between the measures:

Output measure

Ex: Number of people participating in a program

→

Quality measure

Ex: Percent of program participants who attended 90% of workshops

→

Outcome measure

Ex: Percent of program participants who received a job offer within 6 months of program participation

By ensuring that collected performance measures span all three measure types, the City and Grantees ideally can use the data to tell a "performance story" along these lines:

> "With the help of City grant funds, this Grantee performed these activities (output measures) to this standard (quality measure) to produce these results for the community (outcome measures)."

Service Areas are encouraged to consider measure types when considering standardized grant performance measures. These concepts may be applied to city grantmaking performance measures or partner-proposed performance measures as granting Service Areas deem helpful.

Typically, the best way to determine the standardized grant measures to require (more information on standardized measures in the next section) is to "work backward" from high-level, citywide goals down to the grant goals, and then finally to the measure types. This process entails:

1. identifying a **citywide goal** that the grant program is intended to support; then,
2. identifying the specific **grant program goals** that align with that citywide goal; then,
3. identifying the **outcome measure(s**) that would be most meaningful in communicating the intended results as articulated by the grant program goal; then,
4. identifying the **quality measure(s)**, or the standard of the work that would support achieving the outcome measure(s); then finally,
5. identifying the **output measure(s)**, or the program activities that are intended to lead to the quality and outcome measure(s).

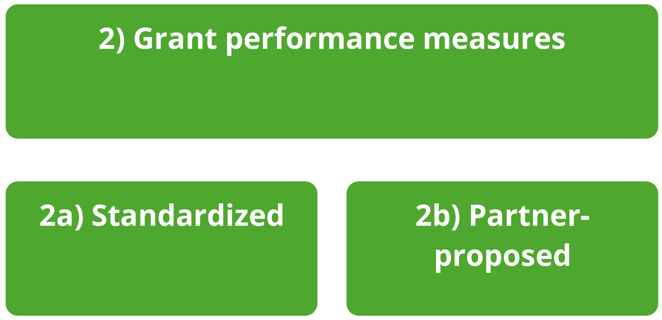
Working backwards from goals is intended to keep the focus on performance measures that matter, versus on data points that are easiest to collect.

An example of working backward from goals to standardized measures is provided in the Case Study.

4. Standardized vs. Partner Proposed Measures

Developing grant performance measures with your Grantee may seem difficult, but this guidance has further defined their meaning and provided a "case study" on developing them. Creating these measures as part of the grant agreement process will provide clarity between the Program Manager and the Grantee and will make reporting and storytelling much easier after the grant cycle concludes.

The following is how the city defines grant performance measures:



a. Standardized Grant Measures

When choosing the standardized measures that should be required for each grant, there are several considerations to keep in mind. The goal is to identify measures that are fundamental and basic, so that all recipients of the same grant can report on consistent and meaningful measures without extra reporting burden. The following questions help you think through those considerations:

- **Meaningfulness:** Does this measure help the City tell a story about how its funds are being used to support citywide priorities, such as a City Core Value, a Citywide Racial Equity Goal, established strategic plan (such as the Climate Action Plan), budget priority outcome, etc.?
- **Reporting burden:** Is this a key data point that the Grantee should be collecting even without a grant reporting requirement? Could this data point also help improve the Grantee's own service delivery?

Examples of output standardized grant measures:

- The number of people served and disaggregated by race and ethnicity or another demographic specific to your program.
- If a program funds Grantees to support community events, have standardized measures such as number of event participants, zip code of the event, type of event and provide consistent categories for the Grantee to choose from.

In addition to these considerations, we recommend requiring one to three measures for each of the following measure types: output, quality, outcome. Again, by requiring measures that cover each measure type, we are building the capacity to better communicate the performance story of the partnership between the City and Grantees.

b. Partner-Proposed Grant Measures

Beyond the standardized grant measures, Grantees should also provide measures to bolster their reporting. They know the work they are proposing the best and what types of data collection work well with their communities.

This could be discussed in engagements and outreach leading up to developing a grant, as part of the request for applicants, and/or as part of the grant negotiation and process to finalize the grant agreement.

For example, in the pandemic relief data pilot, a team of city staff (data and equity analysts, Civil Rights Compliance manager, Grant Program Manager) met with each Grantee project team to finalize grant performance measures. This started with an equity toolkit-based (Appendix A) conversation about the goals and intended impacts from the Grantee. Any limitations they may have related to disaggregated demographic data were also discussed. The Grantee shared their ideas for how they would like to measure their work. This then led to a collaborative document to help finalize performance measures that help tell the story of their work and meet other requirements detailed in this guidance. These engagements were also an important first place to brief the teams on Civil Rights and Equity compliance needs.

c. Data Definitions for Measures

Clear definitions of each measure should be described along with the reporting frequency and methods to receive and review the information (data definition). The administering Service Area is expected to provide the data definition for standardized grant and organizational reporting measures. For Grantee-proposed measures, the Grantee is expected to provide the definition.

We encourage all grants to collect the following for each measure:

- **Formula**: This is typically a count *or* numerator / denominator with level of disaggregation
  - *Example of count*: Number of individuals served
  - Example of disaggregation: race and ethnicity following the City's demographic data standards Civil Rights ADM-18,03

    - *Example of numerator / denominator*: Number of participants who were satisfied or very satisfied / Number of total participants

- **Data source:** Typically Grantees should identify the tool or the system that will provide the data for a particular measure and how that tool or system was used
    - *Example of tool*: Participant survey conducted post-training; answers will then be entered into a spreadsheet where each row represents an individual, and columns contain race and ethnicity categories.
    - *Example of system*: Annual Performance Report (APR) from the Homeless Management Information System (HMIS) run for a specific reporting period, providing accurate, anonymous data for number of persons served, gender, age, race and ethnicity, disability, number of chronically homeless people served, length of stay and exit destination.

It is important to note, Grantees may use their own data system, report, or data collection tool to track reporting. If this is the case, Program Managers should obtain a sample report and supporting documentation to determine if the data will fulfill the grant program's reporting requirements. The grant agreement will describe the alignment of data collection and standards and will help create a smoother reporting experience for all parties during the implementation phases.

In addition, grant materials should also explain the purpose of the reporting and how the information will be used to provide context for each measure. This will help you evaluate the measures you include and help community partners evaluate their capacity and interest in the work.

We recognize that talking through the development of performance measures in a multi-disciplinary team can be very helpful. The Data Services, City Budget Office Performance Team, Equity and Civil Rights Title VI Team in the Office of Equity, and Grant Management Division collaborate on providing this support and are available for further discussion.

Because it is often helpful to see these concepts and ideas applied, the "Case Study" below is provided. It includes clear examples of potential measures for three partners working on the same type of community grant.

5. Case Study

In this section, we show an example of multiple recipients of grant funds with different specialties to achieve project outcomes that relate to a grant program goal.

- **Grant A** is going to an organization that serves youth with a focus on low-income and communities of color. They specialize in outreach services through mentorship-type relationships.
- **Grant B** is going to an organization that provides intensive case management to individuals directly involved in a gun violence incident to provide an array of services such as career, housing, academic, and therapeutic (mental health, substance abuse, and more) supports.
- **Grant C** is going to an organization that provides support to families of those involved in gun violence incidents through family counseling, mentoring, mediation, and other types of support services.

a. Working Backwards from Goals to Measures

We encourage granting Service Areas to identify high-level goals, then grant goals before determining standardized grant measures. In identifying the goals before the measures, we ensure that the focus is on the meaningfulness of our reporting instead of what data is easy to collect.

Citywide-Level

This is the overall goal to which the grant is intended to contribute. These goals are set by City leadership based on community engagement and community priorities. Below we show how two citywide approaches to goal-setting, one around equity and one around the budget process, overlap and result in shared goals.

⇒ **Citywide Equity Outcome / Budget Priority Goal Statement:** All people in Portland receive safe, inclusive, and responsive health and emergency services with access to resources to meet their basic needs.

Grant-Level

This is the intended outcome of the grant. These goals are set by program managers. This goal or outcome might be the same as the goal articulated during the City's budget proposal process when obtaining funding for this grant.

⇒ **Grant Goal Statement:** Individuals and families impacted by gun violence receive responsive support, intervention, and services to improve health and healing.

⇒ **Grant Goal Statement:** Individuals and families impacted by gun violence have lasting connections to communities and services that support their health and healing.

b. Performance Measures

After identifying the goals, the Program Manager can begin to think through what measures can help us track if the work done through the grant contributes to those goals.

The first table in this section shows examples of standardized measures that all Grantees can report on. The second table shows examples of partner-proposed measures that are unique to a Grantee. This framework allows for grant-specific information to be collected on what was done, how well it was done, and if the intended outcomes are being met.

This framework also allows for several types of information to be aggregated over three unique grants: total number of people served and some anonymous, disaggregated information about them, the types of services provided, summary information about the satisfaction with those services, and who this bureau worked with to achieve this work. When the City can aggregate information across grants, this allows us to connect data and stories and relate them together back up to the outcome of the project, program, and all the way up to budget priorities and community impacts that help the City achieve its equity goals.

c. Standardized Grant Measures

	City Grantmaking Performance Measures	Grant Performance Measures		
Grant		**How much did we do? (outputs)**	**How well did we do it? (efficiency/quality)**	**Is anyone better off? (outcome)**
Grant A	• Number of full-time equivalents (FTE/staff) • Percent of board or leadership who identify as Black, Indigenous, or Person of Color • Percent of staff who identify as Black, Indigenous, or Person of Color • Has your organization previously received a grant from the City of Portland?	• Number of clients served (disaggregated by race/ethnicity, gender, age) • Number of client mediations • Number of services provided, disaggregated by type of service: Mentoring, school support, job training	• Percent of clients who are satisfied or highly satisfied with services provided • Percent of clients who completed all milestones set for the program • Percent of clients who report that they know what community resources are available to them for support after the program	• Percent of clients experiencing a positive change at end of program • Percent of clients who report feeling safe and connected (before the program vs. after the program)
Grant B	• Number of full-time equivalents (FTE/staff) • Percent of board or leadership who identify as Black, Indigenous, or Person of Color • Percent of staff who identify as Black, Indigenous, or Person of Color • Has your organization previously received a grant from the City of Portland?	• Number of clients served (disaggregated by race/ethnicity, gender, age) • Number of client mediations • Number of services provided, disaggregated by type of service: Job training, school support, literacy classes, counseling and therapy, housing support and services	• Percent of clients who are satisfied or highly satisfied with services provided • Percent of clients who completed all milestones set for the program • Percent of clients who report that they know what community resources are available to them for support after the program	• Percent of clients experiencing a positive change at end of program • Percent of clients who report feeling safe and connected (before the program vs. after the program)

	City Grantmaking Performance Measures	Grant Performance Measures		
Grant C	• Number of full-time equivalents (FTE/staff) • Percent of board or leadership who identify as Black, Indigenous, or Person of Color • Percent of staff who identify as Black, Indigenous, or Person of Color • Has your organization previously received a grant from the City of Portland?	• Number of clients served (disaggregated by race/ethnicity, gender, age) • Number of client mediations • Number of services provided, disaggregated by type of service: Counseling and therapy, housing support and services, mediations	• Percent of clients who are satisfied or highly satisfied with services provided • Percent of clients who completed all milestones set for the program • Percent of clients who report that they know what community resources are available to them for support after the program	• Percent of clients experiencing a positive change at end of program • Percent of clients who report feeling safe and connected (before the program vs. after the program)

d. Partner-Proposed Grant Measures

Because each organization and the type of work they do are responsive to different community needs, there will be reporting measures specific to each grant.

	City Grantmaking Performance Measures	Grant Performance Measures		
Grant		**How much did we do? (outputs)**	**How well did we do it? (efficiency/quality)**	**Is anyone better off? (outcome)**
Grant A	• Number of new youth staff hired to implement services	• Number of served clients who were referred through the school system	• N/A	• Percent of clients who completed high school or their GED • Percent of clients who began volunteering or working in school hub
Grant B	• N/A	• Number of served clients that identify as high risk • Number of clients with safety issues	• N/A	• Percent of clients who gained employment/internship at the end of the program • Percent of clients who completed high school or their GED • Percent of clients who were in stable housing at the end of the program • Percent of clients who completed their individual therapy goals at the end of the program

	City Grantmaking Performance Measures	Grant Performance Measures		
Grant C	• N/A	• Number of served clients that identify as high risk • Number of served clients with safety issues	• Percent of clients who reported financial stability at the end of the program	• Percent of clients who reported family reunification at the end of the program • Percent of clients who reported being in stable housing at the end of the program • Percent of clients who reported health care stability at the end of the program

V. Resources

The following are resources the City can provide for grant applicants/recipients

- **Database** of common measures for this type of work. Ideally this will be an online resource with examples of common measures for City staff or Grantees to consult for additional measure ideas if needed. Data Services and CBO will prioritize creating this product starting in fall of 2024.
- Creating Effective Survey Guidance from the Rescue Plan Data and Equity Strategies Team. See Appendix B.
- Office of Equity and Human Rights Inclusive Writing Guide

VI. Appendix A

1. COVID-19 Response Equity Toolkit Considerations

☐ Considering the information in the COVID-19 Equity Toolkit, including CDC high-risk populations, local (Multnomah County and Oregon) disparities data, and what we're hearing from community, is this relief prioritizing those most impacted by the COVID-19 health pandemic?

- Please describe the communities who will receive this relief.
- Please describe how these communities will benefit from this relief (how will these communities be "better off?"). Visit GARE's resources on how to select measures for assessing a program's intended impact.
- Please describe how these "better off" measures will be evaluated (in what ways will program participants be better off and can those ways be measured?). Are these measures disaggregated by race/ethnicity, income, gender, or geographic location? Please describe any challenges you may have in disaggregating these measures.

☐ How will your program ensure and track compliance with Title VI of the Civil Rights Act (e.g. engage or partner with impacted communities on project goals, development, or delivery; use community-centered data, equity analytic tools, frameworks, rubrics, or assessments to inform project design or implementation; carry out targeted community outreach; provide meaningful language access or physical and programmatic access to people with disabilities; notify the public of their rights; manage and track accommodation requests, language services, and discrimination complaints. Please refer to the Rescue Plan's Annual Equity and Civil Rights Compliance Survey, the COVID-19 Equity Toolkit, civil rights briefings, and any additional resources or guidance provided by the Rescue Plan Data and Equity Strategies Team.) Please consider, incorporate, and be prepared to describe and report.

☐ Please consider, and be prepared to describe how your project has accounted for meaningful access requirements (refer to the ADA Title II Effective Communications Resources and the Language Access Guidance for COVID-19 Response Efforts).

VII. Appendix B

1. Creating Effective Survey Instruments

The purpose of this guide is to help you create effective surveys and qualitative data collection. Below, “survey” will be referred to as “survey instrument” or “instrument”, alternately. As part of the City of Portland's Rescue Plan implementation, the Data and Equity Strategies Team will hold office hours to support and review project outcome surveys. We will incorporate examples and lessons learned from that work into future versions of this guidance.

Answer the questions below to prepare, create, and distribute your survey.

1) Determine the Purpose of the Survey Instrument and What It Will Measure.
    a) Identify the objective(s) and what you need to know.
        i) How your project goal or objective is shaped directly influences whether you capture attitudes, perceptions, behaviors, etc. in your survey instrument.
    b) What are you measuring? Name the things you need. Then determine your survey measurement needs from that goal.
        i) For example, if you
            (1) want to replicate your project outcome,
            (2) want to improve a process, or
            (3) want to change a policy or procedure.
    c) Decide whether you are tracking:
        i) attitudes (e.g.: agree v. disagree),
        ii) perceptions (e.g,: subjective and based on feelings such as “anxious”, “scared”, etc.),
        iii) behaviors (actions),
        iv) motivations (why an individual behaves a certain way),
        v) skills (growing in capacity on a specific topic), or
        vi) knowledge (using a known skill to teach others).
    d) What do you need to know? What do you want to learn? How will the data be used?
    e) After the insights are gleaned from the data, how will that information change, instruct, or caution policy, procedure, and or process for your organization?
2) Who is the Audience? Who is the Analyst?
    a) Know your audience and who will assess the data (the analyst). This will guide the process for how the instrument will be distributed (paper v Survey123 vs Survey Monkey v Microsoft Forms) and on what platform the data will be collected (think SPSS v R v Stata v Excel).
    b) Sample questions to determine your audience:
        i) Who is using the insights from the survey data?

ii) Who is funding the project?
iii) Who will have final say in whether a policy changes?
iv) Who will disagree with the insights?
(1) Identifying who will oppose survey implementation or results is important. This will help you strengthen the validity of the survey as independent of people's opinions.

c) Sample questions to understand the analyst:
i) What data management and analysis tools does the analyst use?
ii) Will the analyst create the data visuals?
iii) Will the survey data and/or aggregate results be shared publicly?

3) Consider Collection Methods, Measurement, and Scale.
a) Collection methods
i) Will data be collected anonymously?
(1) Remember to always separate any personally identifiable information from survey data you intend to keep anonymous. If these data are together in any form, this is a public record that the City may not be able to keep anonymous.

ii) Is it a virtual or physical survey?
iii) Which tool will be used to build the survey?
iv) How many questions will be included in the survey?

b) Measurement Scale
i) What kind of scale are you using?
(1) Likert (strongly disagree to strongly agree)
(2) Fixed Response (Yes/No, True or False, Multiple Choice)
(3) Numerical rank (ranking preference from 1 to 5)
(4) Open-Ended (narrative or written response)

c) Beyond the Survey
i) Additional survey purposes: will you use this survey to identify respondents to interview for a more in-depth response? Please see 3 (a) (I) if you need to collect contact information. You can reach out to arpareporting@portlandoregon.gov if you need support to design the right tools to protect privacy.

d) Keep TITLE II (American Disabilities Act), TITLE VI, and Trauma Informed Training at front of mind in developing the survey, questions, responses, and communications around the project. Unsure? Ask the Office of Equity and Human Rights for guidance.

4) Brainstorm High Quality Questions and Concise Answers.
a) Ask one question at a time using clear, direct, simple language. Remember: English is not everyone's first language and this document may be translated to other languages.
b) Do not ask two-part questions.
i) Think of a decision-tree: if determining what an item is, you wouldn't say "does the item have X, and if it does, does it have Y" > break that into two separate questions.

ii) For example: "Are you a non-profit organization and if so, what percent of your staff identifies as BIPOC?" should be split into two separate questions:
(1) What type of organization are you? (Multiple Choice)
iii) If they select Yes, then display the following question: What percent of your staff identifies as BIPOC? (Numeric answer)

c) Do not use leading language. Remove anything in the question that may incentivize a particular response.
d) Responses should be Yes/No or offer a simple, discrete answer.
    i) Remove neutral response items (such as "Neither Agree nor Disagree") or "I don't have an opinion".
    ii) If needed, use "Not Applicable" or "this does not apply to me" or "I prefer not to disclose."

5) Arrange and Organize Your Survey with Survey Fatigue in Mind.
    a) Impose a limit on how many answers you provide for a question and how many questions you ask in the survey.
    b) Prioritize the questions you really want answers for at the top.
    c) Questions that are less important to your bottom line should be listed at the end of the survey structure or not at all.
    d) Have your team test the survey for length, grammar, and accuracy if you have enough time before distributing the instrument to the intended audience.
6) Finalize Your Survey with Cover Letters and Thank Yous.
    a) Always introduce the purpose of the survey and thank participants. Remember to use clear, direct language. Aim for reading level nine. Include information about how you will use the data/information they are providing.
    b) Always acknowledge your participants' efforts. Surveys take time out of the people's day. People are doing your project a service by responding to a survey.
    c) Cover letters or other introductory documents are always effective.
        i) Including language that articulates the purpose of the survey instrument keeps participants informed. They help with establishing the reason why this survey is important, increases buy-in, and reduces survey fatigue.
        ii) You can share strongly written reasons for the survey if you have answered questions #1, #2 and #3 above.
        iii) Everyone will not read your survey cover letter and that is okay.
        iv) Be semi-informal in your writing and tell respondents why this information matters.

For questions or more information, contact Sheryl Felecia Means, PhD (sherylf.means@portlandoregon.gov), Rescue Plan Data and Equity Strategies Team.