



Proposal for a Washington County Kids Fund Levy 7-2-20

We propose that Washington County approve placing a measure on the November 2020 ballot. The measure will give voters the choice to pass a five-year, renewable property tax levy to expand Out of School Time (OST) programs and services in the County in the amount of \$0.35 per \$1,000 assessed value starting in 2021.

Why are OST Programs Important for the Children of Washington County?

Too many children and families in Washington County—especially children from families categorized as economically disadvantaged—are not served well by our community. When it comes to academic performance, emotional development, and preparation for employment, the County’s children are missing out. An Oregon State University study determined that 71% of children in the County between the ages of 3-5 do not have access to preschool to prepare them for kindergarten.¹ The County’s graduation rate was 86.3% in 2018 and only 78.7% for its economically disadvantaged students.²

Washington County pays a price for failing to invest in its kids. When kids do not participate in OST activities, they are more likely to be found in juvenile services.³ They are less likely to graduate from high school. Those who do not graduate from high school have lower incomes, or no income, and are more likely to be homeless. These burdens cost our community. The ROI for investment is \$2-13 for every \$1 spent.⁴ Every juvenile diverted from a life of crime saves society approximately \$1 million, not including the value for that person’s subsequent investment in the community. Recognizing these challenges, the Directors of the Health and Human Services, Juvenile, and Cooperative Library Services Departments recommended at the June 25, 2019 Work Session of the Board of the Board of County Commissioners that the County consider investment in partnerships to increase out-of-school time programs.⁵

All children should have positive and successful lives. Simply attending school from kindergarten through twelfth grade is insufficient. Limited contact programs are insufficient because children need support throughout the continuum of their

¹ Pratt, M., Sektnan M., and Weber, R.B. (2019, January) . *Oregon’s Child Care Deserts: Mapping Supply by Age Group, Metropolitan Status, and Percentage of Publicly Funded Slots*, Corvallis: Oregon State University.

² Graduation Rates 2018, Oregon Department of Education, <https://www.oregon.gov/ode/reports-and-data/Pages/Graduation-Cohort-Dropout-Rates.aspx>

³ Stephen A Small; University of Wisconsin--Extension Cooperative Extension; University of Wisconsin--Madison; Arthur J Reynolds; Cailin O'Connor; What Works, Wisconsin: What Science Tells Us About Cost-Effective Programs for Juvenile Delinquency Prevention (United States of America: 2005).

⁴ Anderson, J. and Kopf, D. (2018, July 13). “Dear Powerful People, Here’s the Economic Case for Investing More in Little Kids,” Quartz.

⁵ Recommendations regarding Out of School Time Programs, Policy Briefing Washington County Board of County Commissioners, June 25, 2019

development. There are two highly critical developmental transition periods for kids -- early childhood and adolescence.⁶ OST programs have proven to be invaluable. Early learning programs help preschoolers prepare for kindergarten.⁷ Ongoing afterschool and summer programs engage students in a variety of structured activities that improve their interpersonal and academic skills, sustain student academic progress, and provide exposure to new experiences and career opportunities.^{8, 9, 10, 11} These OST programs improve mental health and social-emotional competencies, as well as reducing violent and antisocial behavior and substance use and abuse.¹²

Research indicates that kids do best when they have a meaningful relationship with at least one positive adult in their life.¹³ When their families are positively engaged with them, the results are compelling. Many kids have been exposed to difficult experiences and their parents may also have experienced trauma. Often, parents are simply busy trying to work and survive, and therefore don't have time to interact. High quality continuous OST programs offer ongoing relationships with children and encourage their families to have positive engagement with them.

OST programs also benefit the County economy by allowing parents to work with peace of mind. When programs are lower in cost, families are less likely to be in poverty and more likely to afford housing and avoid homelessness.^{14, 15}

Washington County currently provides only a small amount of general fund support for on-going after school and summer programs. It provides limited support for early childhood programs, childhood abuse prevention, and positive parenting. Some support

⁶ "Building on Strengths: An Asset-Based Approach to Adolescent Health," American Public Health Association, <https://cc.readytalk.com/cc/playback/Playback.do?id=1bma1i>, May 14, 2019.

⁷ Parks Perry High-Scope Preschool Project.pdf (2000)

⁸ La Torre, D., Leon, S., Wang, J., & Cai, L. (2019). Long-term outcome study: A longitudinal study of LA's BEST students' persistence and graduation rates (CRESST Report 862). Los Angeles: University of California, Los Angeles. National Center for Research on Evaluation, Standards, and Student Testing (CRESST).

⁹ Jaret Hodges, Jason McIntosh, and Marcia Gentry, "The Effect of an Out-of-School Enrichment Program on the Academic Achievement of High-Potential Students From Low-Income Families," *Journal of Advanced Academics*, Vol. 28(3) 204–224 2017

¹⁰ MetLife Foundation Afterschool Alert, *Keeping Kids Safe and Supported in the Hours After School*, Issue Brief #65. May,

2014; and Joseph Durlack, Roger Weissberg, Allison Dymnicki, Rebecca Taylor, and Kriston Schellinger, "The impact of enhancing students' social and emotional learning: A meta-analysis of school based universal interventions," *Child Development*, February 2011.

¹¹ Nicola Pensiero & Francis Green, "Out-of-school-time study programmes: do they work?," *Oxford Review of Education*,

43:1, 127-147 2017 <https://doi.org/10.1080/03054985.2016.1240673>

¹² Stephen A Small; University of Wisconsin--Extension Cooperative Extension; University of Wisconsin--Madison; Arthur J Reynolds; Cailin O'Connor; What Works, Wisconsin: What Science Tells Us About Cost-Effective Programs for Juvenile Delinquency Prevention (United States of America: 2005)

¹³ Zaff, J; Donlan, A; Gunning, A; Anderson, SE; McDermott, E; and Sedaca, M; Factors that Promote High School Graduation: a Review of the Literature, *Educ Psychol Rev* (2017) 29:447–476

¹⁴ <https://www.citylab.com/equity/2018/12/affordable-daycare-subsidized-child-care-working-mom-quebec/579193/>

¹⁵ https://www.worksystems.org/sites/default/files/Opportunity%20Youth%20Report%2C%202018_1.pdf

is provided for mentoring at risk youth through the Juvenile Department. Many areas of Washington County have no services for children. Libraries provide important but limited time low-intensity contacts for kids and their families. The Juvenile Department provides interventions for offenders and a limited amount of services for at-risk kids, but it does not have the funding or resources to provide prevention services that involve ongoing interaction with positive adults. Most of the 5,000 children served by County programs only receive a few hours of service each year which does not provide the ongoing intensive support that is needed.¹⁶

Dozens of non-profits currently deliver high quality, ongoing OST programs in Washington County, but they struggle to raise sufficient funding to continue service at current levels. Many have waiting lists or insufficient staff or facilities to serve more children who live within their service area.

The demand for infant and toddler childcare far exceeds the supply. Only 13% of County children who meet Federal poverty guidelines (\$27,000 for a family of four) plus some additional children whose families earn up to 200% above the poverty level are served in these early learning programs. Afterschool programs have waiting lists and struggle financially. Barriers that are faced by parents and guardians in accessing OST programs are outlined in WCK's report, "The Imperative to Act,"¹⁷ available at <http://www.washingtoncountykids.org/reports>

How Will the Tax Revenues be Used?

Tax revenue generated by the levy will be used to fund increased access through existing and new sites to proven ongoing out-of-school time (OST) programs—including but not limited to early childhood, after school, and summer programs. It is estimated that approximately 30,000 kids per year could initially be served through the levy with potential increases over time.

- Early learning programs which make childcare more affordable and prepare children for success in school. Average annual cost to families for early childcare in Oregon is \$16,000/child.
- After school, summer, and mentoring programs that are more intensive, promote academic achievement, reduce youth drug and alcohol use, and promote increased graduation rates. Average annual provider cost for an afterschool site that serves approximately 60-100 children and includes summer programs is estimated at \$140,000 based upon the cost of similar programs of \$120,000 plus an additional administrative allowance.

Many existing high intensity programs wish to expand offerings to meet the needs of families, (e.g., adding new programming, more space for kids, and/or new sites). Programs such as Adelante Mujeres, Bienestar, the Boys and Girls Club of the Portland Metropolitan Area, Centro Cultural de Washington County, Hillsboro Parks and Recreation, Tualatin Hills Park and Recreation, and the YMCA provide essential early

¹⁶ Recommendations regarding Out of School Time Programs, Policy Briefing Washington County Board of County Commissioners, June 25, 2019.

¹⁷ Washington County Kids (2019, March 8). *The Imperative to Act: Investing in kids through out-of-school care in Washington County*. Research Report. Hillsboro, OR.

learning programs, afterschool programs, and/or summer programming options that families rely on. Other programs, such as Chess for Success and Math Gamers, offer limited but important exposure to academically enriching opportunities that could be expanded by partnering with new sites. Such programs help Washington County children achieve and maintain academic success, while giving working parents the support they need to ensure they are productive at work and their children are safe and engaged in quality programs. None of these programs are available to children living in Banks, Forest Grove, Gaston, or North Plains. RFP's can specify targeted populations and geographic service areas. Program funding will be only allocated through an RFP process, described below.

What is the Term of the Levy?

The levy will cover the period January 1, 2021 through December 31, 2025.

What is the Geographic Scope of the Levy?

Washington County, which includes the following: (a) the cities of: Banks, Beaverton, Cornelius, Durham, Forest Grove, Gaston, Hillsboro, King City, North Plains, Sherwood, Tigard, Tualatin, and parts of Portland and Wilsonville, and (b) the unincorporated neighborhoods and rural areas of Washington County.

Approximately 139,260 children between the ages of 0-18 live in the county,¹⁸ including 11,000 living below the federal poverty level.

What is the Estimated Effect of the Levy on Property Taxes?

- The levy is estimated to increase Washington County property taxes by less than two percent (1.85%).
- Typical homeowners would pay approximately \$104.00 toward the levy in 2021. This assumes an average assessed property value (not market value) of \$279,432 in 2019 and a 3% increase in subsequent years resulting in a value of \$333,656 in 2021.

What is the Estimated Total Amount of Revenue to be Generated by the Levy?

The levy will generate an estimated \$132 million over five years, averaging \$26 million per year. Estimated revenues for each year of levy are as follows:

- \$23,555,009 in 2021
- \$24,261,659 in 2022
- \$24,989,509 in 2023
- \$25,739,194 in 2024
- \$26,511,370 in 2025

How will the Tax Revenues be Administered and Managed?

We recommend establishing a countywide fund administered and managed by the County. The County would receive, manage, disburse, and maintain accountability of the tax revenues raised by the levy ("Washington County Kids Fund"- WCKF). The funds will be collected by the County and administered and managed by the County's Health and Human Services Department in the Children, Youth, & Families Division

¹⁸ Washington County Population. (2018-06-12). Retrieved 2018-11-11, from <http://worldpopulationreview.com/oregoncounties/washington-county/> <https://www.cffo.org/wp-content/uploads/2017/09/2016-County-Data-Book.pdf>

How will the Washington County Kids Fund be Governed?

Tax revenues raised by the levy will be governed by an Allocation Committee. The Allocation Committee will be appointed by the Board of County Commissioners (BOCC) and staffed by employees under the supervision of the Children, Youth, and Families Division.

The Allocation Committee will have 5 volunteer members with the following composition:

- One (1) member of the BOCC
- One (1) city council member from a city within the county (recommended by the city mayor monthly meeting group). The city selected will rotate amongst the five (5) largest cities in the County every 3 years.
- One (1) business leader (recommended by the Westside Economic Alliance)
- One (1) representative from a corporation or funding foundation within the county (application forms to be submitted).
- One (1) community member at large (application forms to be submitted) must be county resident and not a direct recipient of WCKF funding

One of these people must have some experience in child development and another must be from a historically underserved community.

Terms will be staggered for all volunteers to ensure continuity. The Allocation Committee will strive for equity and inclusiveness of gender, race and ethnicity, religion, socio-economic status, and geographic representation.

How will Funding Decisions be Made?

All grants from the WCKF will be awarded through the County's RFP process. The RFP process will be launched following a comprehensive review of community needs assessments and new analyses conducted as needed.

RFPs will be publicized through area newspapers, email listserves, social media, and local foundations and nonprofits to inform the community. Community input/outreach listening sessions will be conducted to inform the Allocation Committee and staff regarding community needs. The RFP process will ensure that duplication of services and favoritism toward a particular area or provider are avoided.

Grant applicants may have non-profit status (Not for Profit Corporations – 501(c)(3), or be for-profit entities, local Education Service Districts, community colleges, universities, or park districts and departments. These groups may also apply as a consortium of organizations through an identified lead agency/fiscal agent and submit requests to the county via an approved county approval process. Applications must be in compliance with the terms of the RFP, address documented gaps in services, and only reflect proven best practices. Contracts will be for 1-5 years.

Volunteer reviewers will be trained on reviewing practices and meet in groups of 5 to review applications and score proposals according to predetermined scoring sheets that reflect the criteria agreed upon by the Allocation Committee and included in the RFP. Priority will be given to ongoing OST programs that serve "at risk" youth in early childhood, out-of-school time, foster care, prevention of child abuse, and special needs, and

programs serving culturally specific and low-income communities. Recommendations will be made to the Allocation Committee for final allocation of funds. Staff will be able to provide insight regarding their contacts with services.

The Allocation Committee will make recommendations based on the scoring of the reviewers and consistency with the published RFP in addressing gaps in service, priorities, and geographic distribution. Any member of the Allocation Committee who has an affiliation with an applicant must recuse himself/herself regarding a final decision on that agency's application. If a board member has recused himself/herself, and there is a tie, it will be resolved by the BOCC. The Allocation Committee's recommendations will be submitted to the BOCC for final approval.

What Accountability Measures and Controls will be Put in Place?

A minimum of 93% of the tax revenues raised by the levy will be allocated directly to approved OST programs. The WCKF's administrative costs shall not exceed 7%.

OST programs that are awarded grants from the Washington County Kids Fund must report on progress at least semi-annually to the Allocation Committee. Staff for the Allocation Committee will also visit OST program grantees twice a year, offer technical assistance, and make recommendations to the Allocation Committee if any adjustments appear to be warranted.

The staff will report to the Allocation Committee annually on expenditures of funds and performance of OST programs. The Allocation Committee will be responsible for reporting this information to the BOCC and for publishing the report annually to community information sources.

The WCKF, including the process of selection, will be audited periodically by the County Auditor.

How Can I Learn More About the Importance of OST Programs for the Children of Washington County?

Please see the report entitled "The Imperative to Act: Investing in Kids Through Out-of-School Care in Washington County,"¹⁹ available at <http://www.washingtoncountykids.org/reports>

¹⁹ Washington County Kids (2019, March 8). *The Imperative to Act: Investing in kids through out-of-school care in Washington County*. Research Report. Hillsboro, OR.

Property Tax Projections for Washington County Kids Fund Levy

(*plus 3%/yr increase in avg assessed value allowed under Measure 5)

year	2019	2020*	2021*	*2022	*2023	*2024	*2025
Avg Assessed Value (AV)	\$ 279,432	\$ 287,815	\$ 296,449	\$ 305,343	\$ 314,503	\$ 323,938	\$ 333,656

Cost to homeowner

@ .35/\$1,000 Assessed value	\$ 97.80	\$ 100.74	\$ 103.76	\$ 106.87	\$ 110.08	\$ 113.38	\$ 116.78
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**Total assessed property tax/yr	\$ 63,436,727,638	\$ 65,339,829,467	\$ 67,300,024,351	\$ 69,319,025,082	\$ 71,398,595,834	\$ 73,540,553,709	\$ 75,746,770,320
Est. Amount of WCKF levy income	\$ 22,202,855	\$ 22,868,940	\$ 23,555,009	\$ 24,261,659	\$ 24,989,509	\$ 25,739,194	\$ 26,511,370

**Total county taxes	\$ 1,199,410,118	\$ 1,235,392,422	\$ 1,272,454,194	\$ 1,310,627,820	\$ 1,349,946,655	\$ 1,390,445,055	\$ 1,432,158,406
% increase in total collected as result of levy			1.85%	1.85%	1.85%	1.85%	1.85%

Total over 5 yrs of levy

	\$ 125,056,739
avg	\$ 25,011,347.85

2019 is most recent yr that taxes were collected. Only Real Porperty is used for the estimates.

**3% increase is a conservative estimate. Increases in the amount of collected taxes have usually ranged from 3.3-3.4% over the past 10 years.