Transforming Residents and Communities: Safety, Service Connection, and Workforce

HOPE SF 2012-13 EVALUATION

About LFA Group: *Learning for Action*

Established in 2000 and with offices in San Francisco and Seattle, LFA Group: *Learning for Action* provides highly customized research, strategy, and evaluation services that enhance the impact and sustainability of social sector organizations across the U.S. and beyond. LFA Group's technical expertise and community-based experience ensure that the insights and information we deliver to nonprofits, foundations, and public agencies can be put directly into action. In the consulting process, we build organizational capacity, not dependence. We engage deeply with organizations as partners, facilitating processes to draw on strengths, while also providing expert guidance. Our high-quality services are accessible to the full spectrum of social sector organizations, from grassroots community-based efforts to large-scale national and international foundations and initiatives.

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I. Introduction

About HOPE SF

HOPE SF is an ambitious cross-sector effort to transform San Francisco public housing projects into environmentally and economically sustainable mixed-income communities. HOPE SF is currently targeting four public housing sites – Hunters View, Alice Griffith, Potrero (consisting of Potrero Terrace and Annex), and Sunnydale – all of which are located in the southeast corner of the city (see Exhibit 1 below).

This report is part of a larger five-year evaluation that will systematically track, analyze, and report on a robust set of indicators organized around HOPE SF's three overarching goals and one cross-cutting goal for the initiative:

- **Goal 1:** Replace obsolete public housing with mixed-income developments.
- **Goal 2:** Improve social and economic outcomes for existing public housing residents.
- **Goal 3:** Create neighborhoods desirable to low- and middle-income families alike.
- **Cross-Cutting:** Generate the systems change necessary to promote and sustain the desired outcomes for residents, developments, and neighborhoods.

Exhibit 1. HOPE SF Site Locations

Driven by these goals, HOPE SF is designed to create greater equity for San Francisco's most vulnerable and disadvantaged families living in run-down public housing developments that have become concentrated pockets of poverty in an otherwise prosperous city.

The initiative is led by two city agencies (the Mayor's Office of Housing and Community Development and the San Francisco Housing Authority[1]) in partnership with two social sector organizations (The San Francisco Foundation and Enterprise Community Partners). With multiple other public and private partners, HOPE SF links financial investment and technical assistance with

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[1] At the founding of HOPE SF, a third leader was the San Francisco Redevelopment Agency (SFRA). Due to the California budget crisis, the SFRA was dissolved on February 1, 2012.

the large-scale effort to redevelop distressed public housing, support vital resident services, implement green design, and spur school and neighborhood improvement. By developing human capital and revitalizing neighborhoods, HOPE SF seeks to create healthy, stable, and productive living environments for children and families.

HOPE SF leadership has engaged LFA Group: *Learning for Action*, a San Francisco-based evaluation firm, and two national advisors (Mark Joseph, PhD, of Case Western Reserve University and Rachel Garshick Kleit, PhD, of the Ohio State University) to lead a five-year evaluation of HOPE SF. This evaluation is a reflection of the deep commitment among the initiative's leadership to learning and to sharing lessons learned with both internal and external audiences. The complexity of the initiative demands that stakeholders implementing the initiative learn as they go and incorporate those lessons for ongoing improvement. HOPE SF will generate knowledge of interest to a national audience as well: lessons regarding one-for-one unit replacement, on-site relocation, the human capital strategies employed, and the focus on mixed-income development.

Guiding Principles of HOPE SF
▪ Ensure no loss of public housing
▪ Create an economically integrated community
▪ Maximize the creation of new affordable housing
▪ Involve residents in the highest levels of participation
▪ Provide economic opportunities through the rebuilding process
▪ Integrate the process with neighborhood improvement plans, including schools, parks, and transportation
▪ Create environmentally sustainable and accessible communities
▪ Build a strong sense of community

Report Overview

In 2012, the evaluation team prepared a comprehensive baseline report for HOPE SF that covered a wide array of topics pertinent to the initiative's intended goals and outcomes. In 2013, three content areas are reviewed and reported on in greater detail: (1) safety, (2) service connection, and (3) workforce development. Safety was chosen because, in the baseline evaluation, it rose to the top as a critical issue that was in need of attention. Service connection was selected because it is the heart of the HOPE SF model and the aspect of HOPE SF most under the control of the initiative's leadership. Finally, workforce development was chosen because employment offers residents a path out of poverty.

LFA Group adopted this reporting approach as it allows for deep analysis of issues that are salient to residents' everyday lives and critical for HOPE SF leadership to understand. This report is based on interviews and focus groups that LFA Group conducted in the spring of 2013, plus a variety of data sources that reflect a range of dates between 2010 and 2012. (Please see the methods section below for additional details.)

Additional Background on the HOPE SF Initiative and the Evaluation

Additional information about the HOPE SF initiative and this evaluation is available in Appendix A of this report. That appendix contains an overview of the following topics:
▪ Core components of HOPE SF,
▪ The HOPE SF Theory of Change,
▪ The Campaign for HOPE SF,
▪ HOPE SF's two-generation strategy,
▪ HOPE SF's approach to systems change,
▪ Uses of the evaluation, and
▪ The evaluation's research design.

Major Updates since Baseline Report

Since last year's baseline report, HOPE SF has made notable progress with new housing construction, preparations to launch community support services, and the acquisition of additional financial resources. Important changes have also occurred within the San Francisco city government management structure. These developments are explained in greater detail below.

New Residential Units Open in Hunters View

In December 2012, HOPE SF made exciting progress with the opening of new residential units in Hunters View. In keeping with HOPE SF's aim of not displacing long-time residents, more than half of the 25 families moving into their new homes previously lived in the neighborhood. The project will place 107 families in new homes by mid-2013 – of which 80 are families from the Hunters View housing development. In the coming years, the Hunters View revitalization will build 350 environmentally sustainable housing units, create new recreational areas (e.g., parks, playgrounds, and a community center), as well as improve urban infrastructure and connectivity. The new housing units represent a substantial improvement to the 267-unit housing complex, which was first constructed in 1956. Hunters View is the first HOPE SF site to undergo redevelopment. Construction is slated to begin at Alice Griffith in 2014.[2]

City Agencies Agree to List of Dashboard Indicators and Targets

Under the leadership of Helen Hale, HOPE SF Director of Residential and Community Services at the Mayor's Office of Housing and Community Development, the city agencies that provide key services to HOPE SF residents agreed to a list of indicators that the evaluation will track over the course of the initiative. These indicators make up a "dashboard" that will help HOPE SF leadership gauge the progress of the initiative. City staff prioritized some of these indicators as the main outcomes they will work to achieve. For those prioritized indicators, city staff members agreed to specific targets that they will be held accountable for over the next five years. For a full list of the indicators and the corresponding targets (where applicable), please see Appendix XX.

Salesforce Foundation Joins the Campaign for HOPE SF

In late 2012, The Salesforce Foundation, the technology company's philanthropic division, joined the Campaign for HOPE SF funding collaborative. In total, the foundation has committed $10 million to benefit several of the city's southeastern neighborhoods – $1 million of which is specifically for the HOPE SF initiative. The Salesforce Foundation's contribution further strengthens educational efforts targeted by the Campaign for HOPE SF: increasing school attendance as a means of promoting public safety, enhancing family involvement in education, improving the school environment, and training school staff to help students overcome traumas. Together, these strategies will foster academic success among students of HOPE SF communities.

In addition, JP Morgan Chase and Wells Fargo have committed $500,000 and $200,000 (respectively) over two years to the Campaign for HOPE SF.

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[2] A building for senior citizens at 5800 Third Street will break ground in late 2013 as part of the Alice Griffith Choice Neighborhood Implementation grant.

Campaign for HOPE SF Begins Granting Funds

Starting in summer 2013, the Campaign for HOPE SF will allocate more than $1.5 million dollars in grant funding to organizations that support HOPE SF communities. A variety of programmatic areas will benefit from these commitments, including peer leadership, student academic support, and workforce development. Both public agencies and nonprofits will be involved in program implementation.

Alice Griffith's Participation in Choice Neighborhoods Initiative Continues

In 2011, HUD awarded $30.5 million to revitalize Alice Griffith and surrounding Bayview neighborhoods as part of the Choice Neighborhoods Initiative (CNI). HOPE SF and CNI share many of the same goals. CNI builds on the lessons learned from HOPE VI and maintains the emphasis on public-private partnerships and mixed financing to rehabilitate public housing. CNI strives to transform distressed public housing into affordable housing that is financially and physically sustainable; improve health, safety, education, and employment of target communities and surrounding areas; and strengthen neighborhood services by enhancing schools, education programs, access to jobs, and public transportation. Additionally, CNI focuses on revitalizing commercial opportunities and infrastructure surrounding Alice Griffith.

Lennar Development Corporation serves as a master developer for the area along with McCormack Baron Salazar, which leads the vertical construction and design phase. The CHOICE team also includes the San Francisco Housing Authority, the Mayor's Office of Housing and Community Development, Urban Strategies (a nonprofit managing community engagement and support), and the San Francisco Unified School District (the education lead). The combination of HOPE SF and CNI funds will enhance the impact of the revitalization as each of these initiatives leverages the resources of the other.

In addition, both Potrero and Sunnydale received Choice Neighborhood Planning Grants, which will help make them competitive applicants for the full grant in the future.

San Francisco Housing Authority Re-Envisioning

The San Francisco Housing Authority (SFHA) is in the midst of an organizational restructuring. In late 2012, the SFHA received poor performance evaluations from the Department of Housing and Urban Development (HUD). Consecutive years of budget deficits further hampered the agency's effectiveness. Mayor Edwin Lee has pledged to re-envision the SFHA. The Mayor's Office of Housing and Community Development is partnering with SFHA and HUD to develop new public housing recommendations for the city. The Mayor has appointed five new members to the Housing Authority Board of Commissioners, replacing five former commissioners, and drawing from the District Attorney's Office, Office of Economic and Workforce Development, Human Resources Department, and Human Services Agency.

Overview of Methods for This Report

With this report, the evaluation team aims to paint a comprehensive picture of service connection, workforce development, and safety matters at HOPE SF sites. In order to do so, LFA Group used the following data sources:

- **Key Informant Interviews and Focus Groups:** LFA Group conducted interviews with several individuals in positions of leadership within the HOPE SF initiative structure. Staff from the government, philanthropic, and nonprofit sectors shared their perspectives. LFA Group also conducted focus groups with residents of HOPE SF communities as well as site-based staff. In both the interviews and focus groups, respondents discussed the factors influencing current service connection, workforce development, and safety conditions, as well as HOPE SF's contribution to improving each of these issues. The evaluation team conducted a total of 26 key informant interviews and five focus groups involving a total of 25 participants in all. See Appendix B for a detailed summary of the interviewees and focus group participants.

- **Hunters View and Alice Griffith Household Surveys:** The LFA Group evaluation team asked Hunters View residents to share their thoughts about the rebuilding and revitalization through a household survey. In the October and November of 2011, LFA Group administered the survey at Hunters View. One hundred and twenty-eight households were available, and 102 households completed the survey for a response rate of 80%. LFA Group administered the same survey, with an additional section concerning service connection, to Alice Griffith residents in April and May of 2012. One hundred and fifty-eight households were available, and 144 households completed the survey for a response rate of 91%. See Appendix D for residents' survey responses, as well as results from a means test (independent samples t-test) used to determine if the differences in responses between the two communities were statistically significant.

- **Community-Based Organizations Survey:** In April 2012, LFA Group sent a survey to individuals who work at community-based organizations that serve HOPE SF residents. Of the 50 surveyed, 19 responded for a response rate of 38%. The survey focused on service connection, workforce development, and safety.

- **Administrative Datasets:** Through an agreement with the City of San Francisco, LFA Group gained access to de-identified data from the 2010-11 fiscal year on public housing residents from the following city agencies: First 5 San Francisco; San Francisco Unified School District (SFUSD); Department of Children, Youth, and Their Families (DCYF); Human Services Agency (HSA); Mayor's Office of Housing and Community Development (MOHCD); Office of Economic and Workforce Development (OEWD); San Francisco Housing Authority (SFHA); and San Francisco Redevelopment Agency (SFRA). LFA Group also relied upon the San Francisco Police Department's (SFPD's) neighborhood-level crime data and the Tracking-at-a-Glance (TAAG) database (which site staff use to track service connection for residents at Hunters View and Alice Griffith). For an in-depth description of the methods used to match, de-identify, and analyze the Administrative Datasets, please see Appendix B of the HOPE SF Baseline Report (http://bit.ly/BaselineReport). The evaluation team did not receive administrative data from the 2011-12 fiscal year in time to include in this report – with the exception of TAAG data, which reflects both the 2010-11 and 2011-12 fiscal years.

- **Document Review:** LFA Group relied on a number of available documents (such as City department requests for proposals, strategic plans, HOPE SF Campaign Task Force reports, press releases, work plans, and other evaluators' reports) to understand the details of the initiative and to capitalize on existing knowledge. These documents are referenced throughout this report.

II. Safety First:
Working Together toward Safe HOPE SF Communities

Executive Summary

Residents and stakeholders paint a grim picture of the current safety conditions at HOPE SF sites at this early (near baseline) time in the initiative. Residents speak of living in fear and feeling like they cannot leave their homes. It is therefore critical for the success of the HOPE SF initiative to improve the safety situation for residents.

Residents' Experiences of Safety

Interviewees identified a number of factors that contribute to safety concerns at HOPE SF sites. These factors include:
- Poor economic conditions and high unemployment
- Gang and turf issues
- Personal conflicts that escalate to violence
- Drugs and substance abuse
- Stigma around "snitching" or interacting with the police

> It's like a war zone without the bunkers. [...] When my daughter is taking my grandbaby to the day care, I worry – is someone going to start shooting and hit them by accident?
>
> *Resident*

- Isolation and fragmentation within the community (many residents report being afraid to leave their homes or interact with neighbors)
- Presence of outsiders who make trouble
- Poor site design and site conditions

Interviewees identified multiple factors that they feel are not getting sufficient attention from authorities, including:
- Home break-ins and other non-violent crime
- Domestic violence, elder abuse, and other inside-the-home crimes
- Evictions of squatters or of residents who break the law

Safety concerns have a profound, negative impact on both residents and the HOPE SF initiative as a whole. Residents report feeling constantly unsafe. They fear becoming the victim of random violence – or of having their child become a victim – to such an extent that they feel compelled to remain inside and to keep their children inside. Residents are therefore hesitant to leave their homes or travel to receive needed services that may help lift them out of poverty, which is a key component of the HOPE SF model.

Key Actors in the Safety Arena and Their Roles

A large number of agencies and organizations play a role in creating safe HOPE SF sites:
- **San Francisco Police Department (SFPD):** Although the SFPD has a clear-cut role in ensuring safe HOPE SF communities, SFPD officers must navigate their role with caution given residents' complex and fraught relationship with the police.

- **San Francisco Housing Authority (SFHA):** SFHA has contracts with a variety of safety services for their sites, including one with the SFPD. SFHA is also responsible for maintaining sites and evicting law-breaking residents.
- **Interrupt, Predict, Organize (IPO, Housed at the Mayor's Office of Violence Prevention Services):** IPO aims to: interrupt gun violence with a particular focus on "hot spots" (some of which are in HOPE SF neighborhoods), predict where crime is most likely to occur and deploy resources accordingly, and organize community-based organizations and city agencies to provide interventions that will help prevent violence over the long term.
- **Crisis Response Services (CRS, Housed at the Department of Public Health):** CRS offers mental health services and case management for San Franciscans impacted by street violence.
- **Department of Children, Youth, and Their Families (DCYF):** DCYF's Violence Prevention Initiative serves young people who are at risk and those who are already in the juvenile justice system through a portfolio of violence prevention and intervention services.
- **The Campaign for HOPE SF (Housed at the San Francisco Foundation):** As part of their work to improve safety for HOPE SF residents, Campaign staff worked to bring together several of the safety key actors highlighted in this chapter in the spring of 2013 to create a safety taskforce. That effort has been temporarily paused but will hopefully be resumed shortly.
- **Community-Based Organizations (CBOs):** CBOs are often staffed by residents from the neighborhood or from the HOPE SF sites themselves – and they have established reputations among HOPE SF residents. For these reasons, these CBOs are often best placed to work with residents – especially troubled residents.
- **Residents:** Residents must engage with and buy in to any attempts to improve safety concerns at HOPE SF sites. Residents cannot rely exclusively on outside actors to provide the solutions for them, and those outside actors cannot succeed without engaging the residents in designing and implementing the solution.

Recommendations

- **When possible, fix broken or run-down facilities at HOPE SF sites, enforce rules for residents and outsiders, and evict residents who are contributing to unsafe conditions.** SFHA, which is responsible for these tasks, is currently under investigation and is working to conserve resources. Site upgrades and rule enforcement are therefore not priorities at this time.
- **Facilitate a community policing approach among SFPD officers.** While the SFPD already formally encourages a community policing approach to facilitate relationship building with residents, there is more that SFPD can do to connect with residents.
- **Convene a safety taskforce to advise the Campaign for HOPE SF.** The Campaign for HOPE SF recently made progress convening a safety taskforce, but this work was paused when SFHA came under investigation. The Campaign should resume this work as soon as is possible.
- **Increase investment in community building at each HOPE SF site.** While increased community building alone will not solve HOPE SF sites' safety problems, increasing investment in this work should ultimately result in reduced crime and happier, healthier residents.
- **Continue to support existing safety efforts.** The City of San Francisco and the HOPE SF initiative have already taken several critical steps to improve the safety conditions at HOPE SF sites. Several of them are still in an early stage and therefore need time, continued funding, and support in order to continue to contribute to safety improvements:
  - Continue raising the profile of safety issues within the HOPE SF initiative
  - Continue to integrate the SFPD and other safety actors into the HOPE SF team
  - Continue to treat the mental health effects of poor safety conditions
  - Continue to convene safety actors under IPO
  - Continue to provide a variety of youth programming

Introduction

This chapter focuses on a fundamental concern for residents of HOPE SF public housing: safety. Specifically, the chapter examines safety at four public housing sites in San Francisco's southeastern neighborhoods that are undergoing or will undergo redevelopment through the HOPE SF initiative.

The HOPE SF initiative must work to create safe communities for current and future residents. Safe neighborhoods reduce isolation, support economic self-sufficiency, and promote health. Current residents must feel safe enough to leave their homes to access services that allow them to lift themselves out of poverty. Additionally, a safe neighborhood will be critical to attract higher-income individuals and stimulate broader economic revitalization. In short, residents' safety is critical if HOPE SF is to succeed.

This chapter is intended to help HOPE SF leadership and stakeholders improve HOPE SF communities' safety through stronger services and systems. As such, this chapter strives to answer the following questions:
- How do HOPE SF residents experience safety – or the lack of safety?
    - What are the current safety conditions at HOPE SF sites?
    - How and why does safety vary across HOPE SF sites?
    - What factors contribute to safety problems?
    - What safety issues are not getting a sufficient amount of attention or resources?
    - How does safety impact residents?
    - How does safety impact the HOPE SF initiative?
- Who are the key actors in the safety arena, and what are their roles in addressing the current conditions?

Appendix E contains a literature review of findings related to safety in public housing. That section aims to answer the following questions:
- What is currently known about safety and violence in urban communities?
    - Why is it critical to invest in safety?
    - What existing models have been proven to improve safety for public housing residents?
    - Where applicable, how are those models being implemented in San Francisco?

Finally, this chapter contains recommendations for how to improve safety for HOPE SF residents.

Safety at HOPE SF Sites

This section of the chapter includes the following:

- A summary of current safety conditions,
- A summary of an analysis of available safety data,
- Perspectives from residents and key stakeholders about safety,
- A list of contributing factors and neglected issues, and
- An analysis of how current safety conditions impact both residents and the HOPE SF initiative as a whole.

> Safety is one of those streams that cuts through every single aspect of HOPE SF more than anything else.… […] Trauma impacts the kids in school and how the parents are able to parent, their ability to be hopeful about the new community and interact with other individuals. The outcomes of safety affect their ability to go into different areas that have work for them. It's huge.
>
> *City Staff*

Safety Conditions

Residents and stakeholders paint a grim picture of the current safety conditions at HOPE SF sites. Residents speak of living in fear and feeling like they cannot leave their homes. Unfortunately, it is difficult to contextualize their experiences with accurate data. Each of the available data sources is incomplete or imperfect. For this reason, the data from several sources are included below in an attempt to paint as complete a picture as possible.

> You teach your kids, "When you see too many guys with hoodies gathered around, watch them." You have to teach them that at [an] early age! At the daycare, kids sing, "Gunshots, go inside! Gunshots, go inside!" – not "Ring around the Rosie." This is a song they had to teach to little kids, [kids who are] not even in kindergarten [yet].
>
> *Resident*

Site-Level Crime Data

Exhibit 2, at right, summarizes the total number of criminal offenses reported at HOPE SF sites for 2010 though 2012. While these figures are illuminating, they are flawed in a variety of ways that are important to consider. First, these data were drawn from a report which aggregated crime data from Hunters View with two nearby public housing sites (Hunters Point and Westbrook). These three sites are in close proximity, but Hunters View is somewhat isolated from

Exhibit 2. Criminal Offenses Reported at HOPE SF Sites
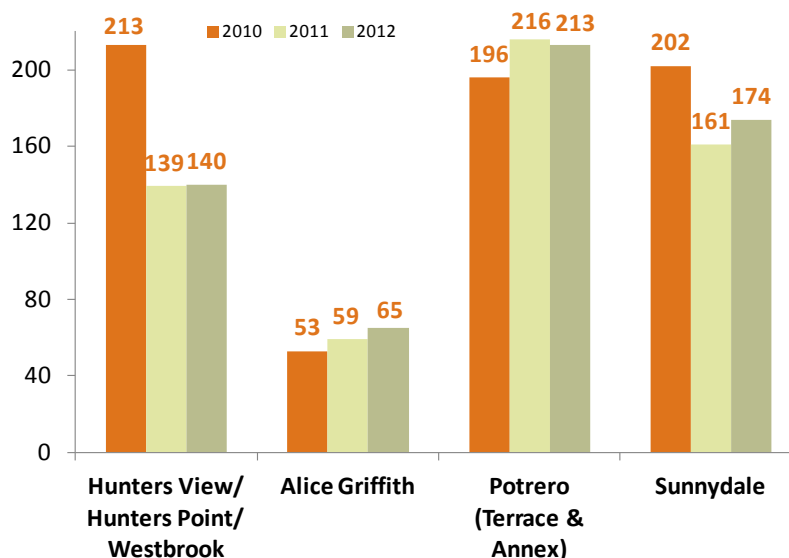
Data Source: Performance Audit of the San Francisco Housing Authority, June 2013

neighboring areas due to its location on top of a hill. This makes it difficult to compare Hunters View to the other three sites. The report also does not specify which crimes are included in the figures, which makes it impossible to calculate what the analogous crime rate would be for the city of San Francisco as a whole. Finally, it is unclear what geographic boundaries were used to define the sites. Therefore, these data should be interpreted with caution

In addition to these concerns, it is difficult to compare this data across sites because the population sizes of the four HOPE SF sites range considerably, from 697 at Alice Griffith to 1725 at Sunnydale (according to San Francisco Housing Authority records, as of June 2011). To help facilitate cross-site comparison of the crime figures reported above, Exhibit 3 summarizes the same information per 1,000 residents.[3]

Exhibit 3. Criminal Offenses Reported at HOPE SF Sites, per 1,000 Residents

Data Source: Performance Audit of the San Francisco Housing Authority, June 2013

Interestingly, when viewed this way, Potrero appears to be the least safe site, and Alice Griffith appears to be the safest site. This is in direct contradiction to the impressions shared with LFA Group by a number of interviewees. These in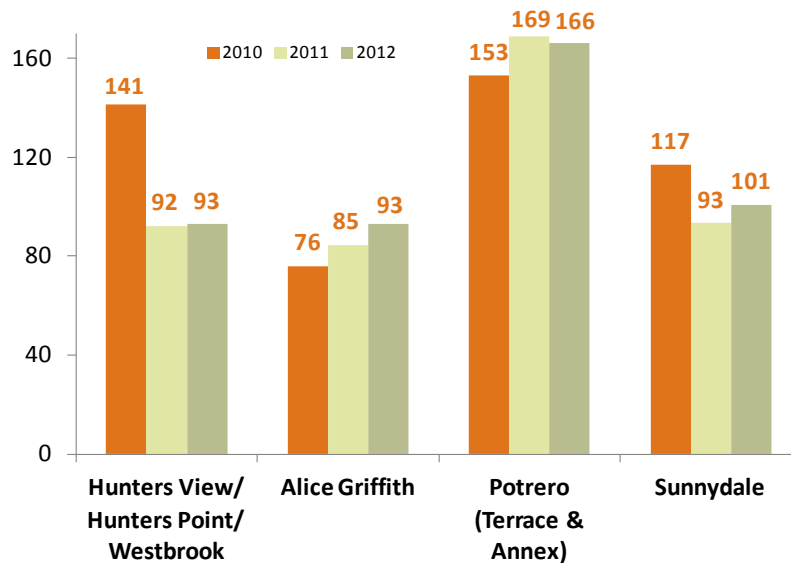terviewees were much more concerned about the current safety situation at Alice Griffith than the other sites, and almost no one mentioned concerns about Potrero (except the residents and site staff who live at Potrero). This disconnect could be due to a number of factors, including increased willingness to report crimes at some sites versus others, the biasing effect of interviewees' personal experiences, and a difference in the kinds of crimes happening at each site (for example, Alice Griffith may be experiencing relatively more violent crime).

Neighborhood-Level Crime Data

The San Francisco Police Department (SFPD) collects and aggregates crime data for the areas served by each of the city's ten police stations. Because these stations span multiple city neighborhoods, these data capture information on a geographic scale that is not granular enough to understand how the areas immediately surrounding HOPE SF sites are faring in terms of violence and safety. Despite these limitations, these data are included here in an effort to triangulate current safety conditions for HOPE SF residents.

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[3] To calculate these data, total crime figures (as reported in Exhibit 2) were divided by each site's total population as of June 2011 (according to San Francisco Housing Authority records, which only includes individuals on the lease at each site). The population of each site at that time was as follows: Hunters View/Hunters Point/Westbrook – 1,507, Alice Griffith – 697, Potrero – 1,280, Sunnydale – 1,725.

Exhibit 4 shows the boundaries of those districts (marked by blue lines) as well as the locations of the four HOPE SF sites (yellow symbols shaped like houses). This map shows that the four HOPE SF sites fall under just two police stations: Ingleside (for Sunnydale) and Bayview (for Hunters View, Alice Griffith, and Potrero).

Exhibit 4. Map of San Francisco Police Districts[4] and HOPE SF Sites
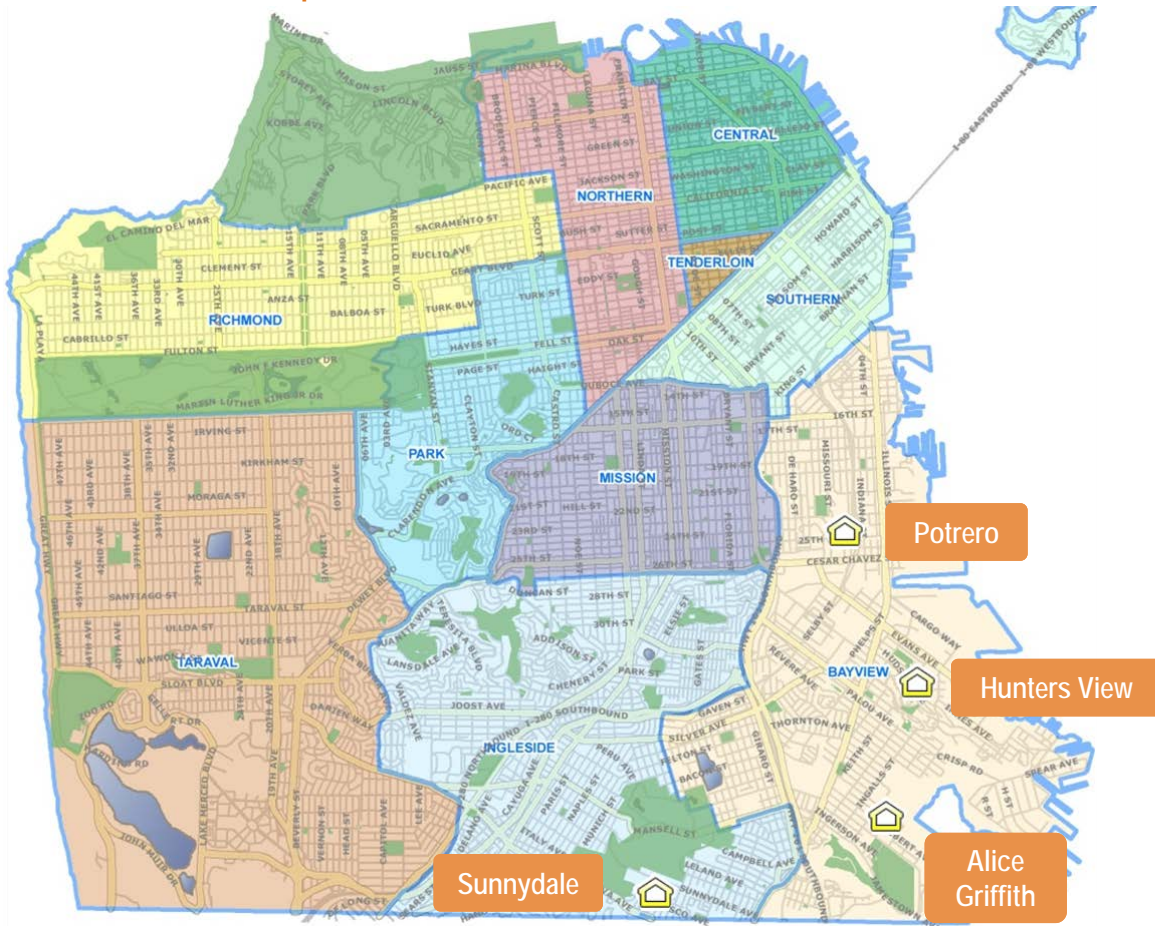
The SFPD collects the total number of incidents that occur in each district and categorizes them appropriately (aggravated assault, theft, shootings, etc.). SFPD staff members take a subset of these categories of incidents, aggregate them, and adjust them for population. This group of crimes (referred to by the SFPD as Part 1 crimes) includes homicide, rape, robbery, aggravated assault, burglary, auto theft, theft from a vehicle, arson, and personal/other theft. Exhibit 5 summarizes the total of this group of crimes, adjusted per 1,000 people, for San Francisco as a whole as well as for the Bayview and Ingleside Police Districts. San Francisco as whole has more Part 1 crimes per person than either the Bayview or Ingleside. For all three geographic areas, the overall crime rate has increased over time.

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[4] San Francisco Police Department, http://sf-police.org/index.aspx?page=868. Accessed May 13, 2013.

Exhibit 5. Aggregated Subset of Crimes per 1,000 People
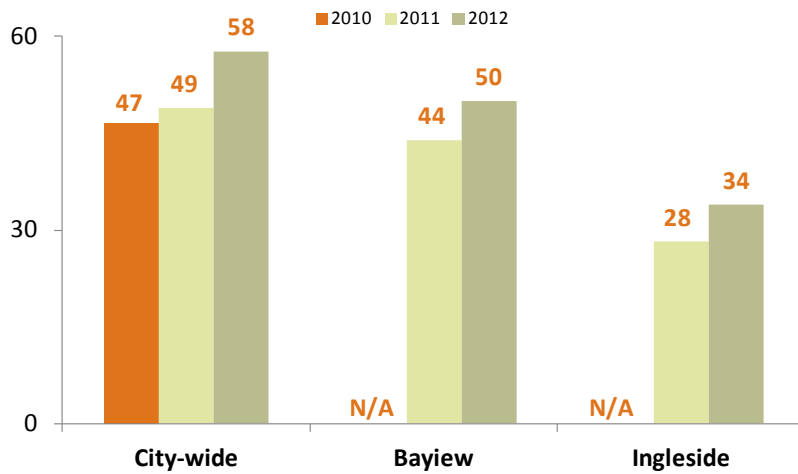
Data Source: San Francisco Police Department. 2010 data are through 12/25/2010. 2012 data are through 12/29/2012. Crimes depicted here are Part I crimes, and include homicide, rape, robbery, aggravated assault, burglary, auto theft, theft from a vehicle, arson, personal/other theft.

Exhibits 6 through 9 show the total number of incidents for a variety of categories for the Bayview Police District and the Ingleside Police District, for 2010 (where available), 2011, and 2012. These are total figures and are not adjusted for the population of each district.

Exhibit 6. Number of Homicides
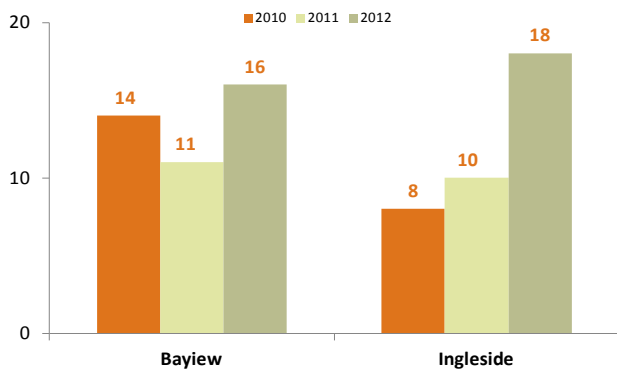
Exhibit 7. Number of Shooting Victims
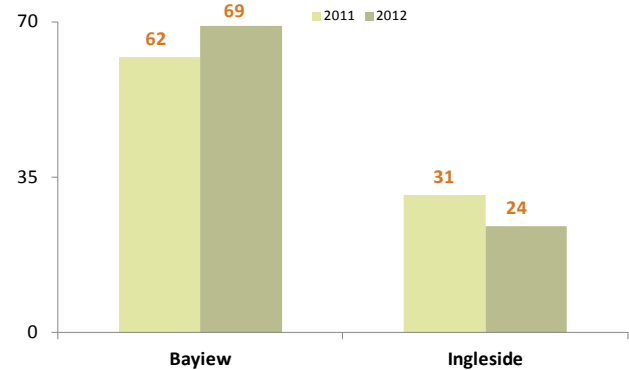
Exhibit 8. Number of Shots Fired
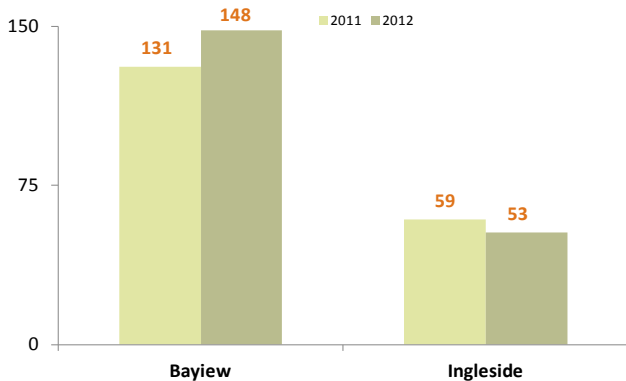
Exhibit 9. Number of Property Crimes
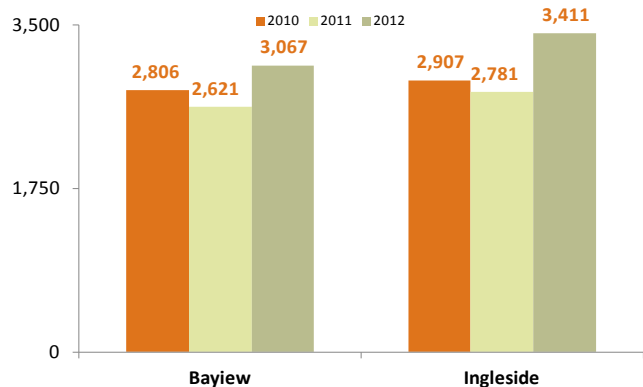
Data Source: San Francisco Police Department. Data for 2012 are through 12/29/2012.

While it is difficult to make definitive statements about the safety of the four individual sites given these data, there appears to be an overall trend toward increased numbers of incidents over time.

This overall rising trend is also visible in SFPD data provided to the San Francisco Housing Authority, which was reported in a recent audit of SFHA.

Exhibit 10 shows a more nuanced picture of the geographic distribution of all of the 2012 homicides in San Francisco. Each red or blue bubble on the map represents the location of a homicide. The numbers in the bubbles reflect the chronological order of each homicide that dot represents for the city of San Francisco in 2012. The locations of HOPE SF sites are marked with yellow house-shaped symbols. As is evident from this map, the neighborhoods surrounding the four HOPE SF sites are often marred by the violent loss of life. The density of homicides around Sunnydale is especially concerning and is discussed in greater depth on page 16.

Exhibit 10. 2012 Homicide Map[5]
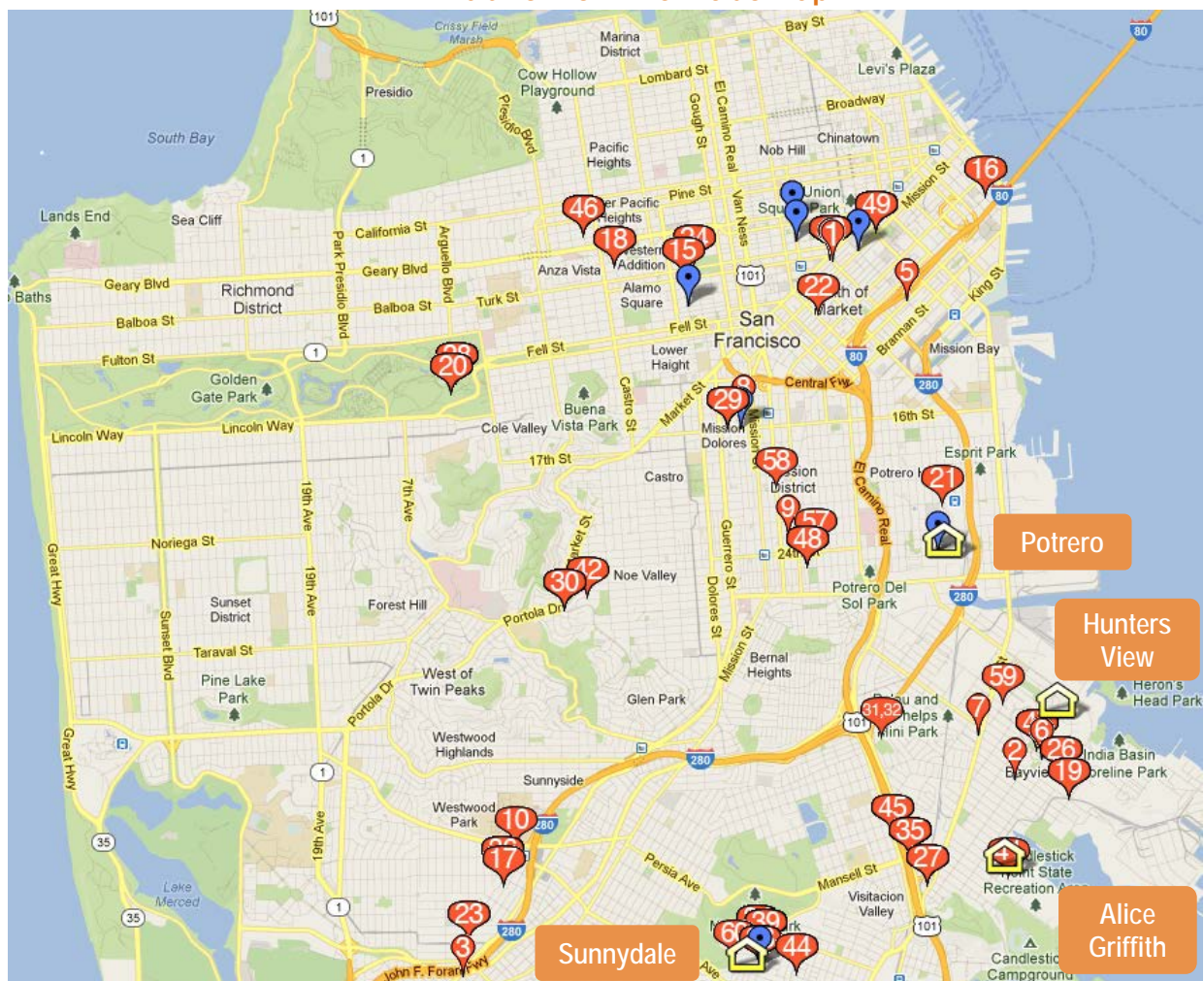
[5] SF Appeal, https://maps.google.com/maps/ms?hl=en&gl=us&ie=UTF8&oe=UTF8&msa=0&msid= 216776027463767733159.0004b6569b2303371d29f. Accessed May 7, 2013.

These homicide data validate residents' perceptions that their neighborhoods can be violent places to live.

Plans to Track Site-Level Data for Specific Indicators

Each of the data sources listed to date has been imperfect, for a variety of reasons. However, going forward, the SFPD has committed to tracking specific indicators at the site level for each HOPE SF site (as part of the city's HOPE SF dashboard). The agreed-upon indicators are as follows:

- Number of felony physical assaults (not involving a firearm) at HOPE SF sites
- Number of shootings/homicides at HOPE SF sites
- Number of property crimes at HOPE SF sites

LFA Group's future evaluations of HOPE SF should therefore include annual, site-level figures for each of the above indicators. For more information on the HOPE SF dashboard, please see Appendix C.

Residents' Perceptions of Safety in Their Neighborhoods

LFA Group conducted a survey of Hunters View residents in the fall of 2011 and of Alice Griffith residents in the spring of 2012. LFA Group staff members asked residents about a wide variety of topics, including about overall safety and their perception of problems like drugs and gangs in their neighborhood (for the full list of questions asked on the survey, please see Appendix D). Exhibits 11 and 12 summarize the results of those questions. Between a third and a half of residents indicated they feel unsafe in their neighborhood at night, and at least 60% indicate that shootings and violence are big problems.

Exhibit 11. Resident Perceptions of Overall Safety
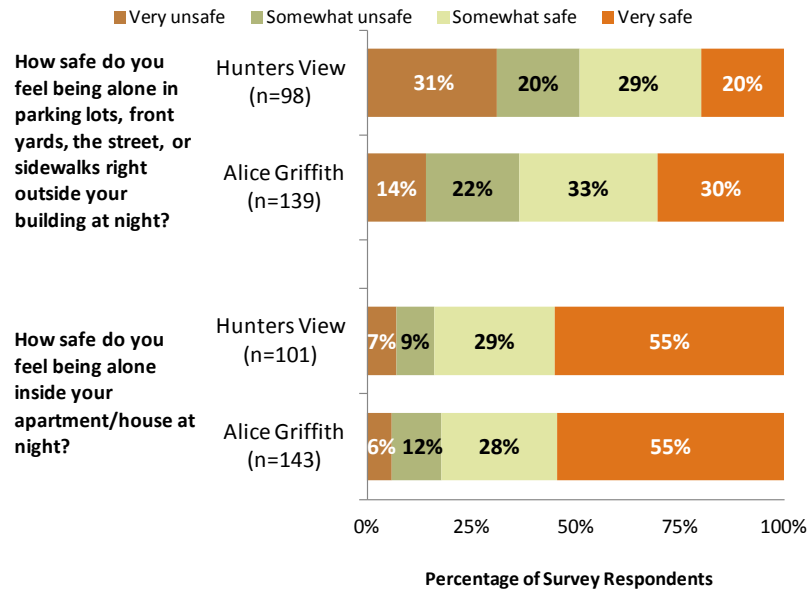
Legend: ■ Very unsafe ■ Somewhat unsafe ■ Somewhat safe ■ Very safe

How safe do you feel being alone in parking lots, front yards, the street, or sidewalks right outside your building at night?

Hunters View (n=98): 31% | 20% | 29% | 20%

Alice Griffith (n=139): 14% | 22% | 33% | 30%

How safe do you feel being alone inside your apartment/house at night?

Hunters View (n=101): 7% | 9% | 29% | 55%

Alice Griffith (n=143): 6% | 12% | 28% | 55%

X-axis: 0%, 25%, 50%, 75%, 100%

Percentage of Survey Respondents

Totals may not sum to 100% due to rounding.
Data Source: LFA Group household survey (conducted in fall 2011 for Hunters View and in spring 2012 for Alice Griffith)

Exhibit 12. Resident Perceptions of Specific Problems

How big a problem are the following items:

Legend: ■ No problem at all ■ Some problem ■ A big problem

People being attacked or robbed?

Hunters View (n=95): 20% | 40% | 40%

Alice Griffith (n=141): 10% | 41% | 49%

People selling drugs?

Hunters View (n=93): 12% | 27% | 61%

Alice Griffith (n=127): 9% | 32% | 59%

People using drugs?

Hunters View (n=94): 9% | 26% | 66%

Alice Griffith (n=128): 7% | 31% | 62%

Gangs?

Hunters View (n=94): 27% | 32% | 42%

Alice Griffith (n=125): 35% | 30% | 34%

Rape or other sexual attacks?

Hunters View (n=91): 53% | 30% | 17%

Alice Griffith (n=123): 59% | 25% | 15%

Shootings and violence?

Hunters View (n=100): 7% | 25% | 68%

Alice Griffith (n=139): 7% | 34% | 60%

X-axis: 0%, 25%, 50%, 75%, 100%

Percentage of Survey Respondents

Sunnydale and Alice Griffith

The safety conditions of two of the four HOPE SF sites are summarized below for the following reasons:

- In the recent past, the Sunnydale community experienced a rise in violence – and especially homicide.
- The individuals who can speak to safety across more than one site (such as city officials and police officers who work at multiple sites) were most concerned about violence at Alice Griffith.

Sunnydale

Between May 16, 2012, and August 1, 2012, the Visitacion Valley community experienced a dramatic spike in violence, culminating in ten homicides. Five of these homicides and an additional two non-fatal shootings occurred in the immediate area of the Sunnydale housing site. [6]

This violence may be related to the long-standing rivalry between a gang located in Sunnydale and a rival gang located in the Heritage Homes/Britton

> With Sunnydale, there has been purposeful intervention since last summer that has quelled a lot of the violence. […] There [are] many hypotheses about why [the tension at Alice Griffith has been growing], but the reality is that … the trend is going up in that area. […] In Potrero Hill, we don't hear too [many] rumblings. It's off and on. It's one of those kinds of intermediate sites. The sites we've been closely tapping into are Alice Griffith and Sunnydale. […] We don't hear too much [about Hunters View]…
>
> *City Staff*

Courts neighborhood directly east of Sunnydale. Sunnydale experiences high rates of violence partially because of its proximity to the border between the two gangs' turf zones. Both gangs' turfs, plus an adjoining buffer zone between the two areas, are within the Visitacion Valley Gang Safety Zone (which was established in August of 2010).[7] Within that zone, named gang members are prohibited from "engaging in intimidation, graffiti vandalism, loitering, trespassing, displaying gang signs or symbols, and associating with other gang members under most circumstances."[8] As noted on page 171, gang injunctions have been associated with a significant reduction in crime.

The violence in the summer of 2012 spurred Mayor Lee to launch the Interrupt, Predict, Organize (IPO) initiative, which aims to reduce crime in both the short and long term. For more information on IPO, please see page 26.

The violence at Sunnydale has decreased since its summer 2012 peak. At the time LFA Group produced this report, several individuals – from SFPD officers to high-ranking city officials – were more concerned about tensions at Alice Griffith.

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[6] *San Francisco Chronicle*, "Chief: SF Gangs Tearing Themselves Apart," http://www.sfgate.com/crime/article/Chief-SF-gangs-tearing-themselves-apart-3755522.php#photo-3271512. Accessed May 5, 2013.

[7] Office of the City Attorney, "Gang Injunctions," http://www.sfcityattorney.org/index.aspx?page=20. Accessed May 5, 2013.

[8] Office of the City Attorney, "Herrera Seeks Civil Injunction against Warring Criminal Street Gangs in Visitacion Valley," http://www.sfcityattorney.org/index.aspx?page=306. Accessed May 5, 2013.

Alice Griffith

The Alice Griffith housing site is known to locals and residents as Double Rock. The entire site is surrounded by an iron fence, and the only way for cars to enter or exit is through a single gate.

As the quotes to the right demonstrate, a variety of individuals share the view that Alice Griffith is particularly unsafe. The evaluation team interviewed these individuals in the spring of 2013, and their opinions may reflect a specific moment in time rather than a long-standing pattern of events. Many of the individuals interviewed for this report characterized safety concerns at all four sites as coming in "cycles" or in a "peaks and valleys" pattern. Alice Griffith may be experiencing a peak in tension, just as Sunnydale did in 2012. As of the writing of this report, no homicides have been reported in Alice Griffith in 2013 (although four of the city's 18 homicides have occurred in the Bayview neighborhood as a whole).[9]

> …This [Alice Griffith] used to be the friendliest community for years and years. In the past year, it's gotten rougher. When it gets dark outside, people know they are supposed to go in the house. When I get here in the morning, I say a prayer before I come through those gates [at the entrance to Alice Griffith] because I don't know if I'm going to make it out of here.
>
> *Site Staff*

> In comparison to Double Rock, Hunters Point/Westbrook is way safer.
>
> *SFPD Officer*

> If it's a small fight in Double Rock, based on ethnicity… it can go from 20 to 300 people in less than 10 minutes. […] …Double Rock is a different beast [compared to other public housing sites]. When it explodes, it *explodes* out there.
>
> *SFPD Officer*

> Right now at Alice Griffith, a lot of the residents feel they are unsafe if they walk out of their doors unless they see a police presence.
>
> *City Staff*

Hunters View and Potrero

While Hunters View and Potrero were less frequently mentioned by interviewees than Alice Griffith and have been in the news less than Sunnydale in the last few years, residents and staff know they are still unsafe sites. Violence at all the sites tends to be cyclical, and this moment of relative calm for Hunters View and Potrero should not be confused with the permanent state of affairs. In addition, residents report that during calm periods at all four sites, crime and violence still occur at unacceptable levels.

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[9] As reported by SF appeal:
https://maps.google.com/maps/ms?hl=en&gl=us&ie=UTF8&oe=UTF8&msa=0&msid=216776027463767733159.0004d251dbbb33feb7614. Accessed May 18, 2013.

Factors that Contribute to Safety Concerns across All HOPE SF Sites

Interviewees identified a number of factors that contribute to safety concerns across all four HOPE SF sites:

- **Poor economic conditions and high unemployment:** One Alice Griffith resident observed that violence has increased markedly since the beginning of the "Great Recession." At all four sites, economic conditions and low employment rates certainly contribute to safety concerns. As of the 2010-11 fiscal year, the average employment rate for the four sites ranged from 21% to 36%.[10]

- **Gangs and turf issues:** Each HOPE SF site is affected by gang activity, although the "gangs" range in their various levels of formality and structure. Similarly, each of the four HOPE SF sites is divided by invisible turf lines that, when crossed by the "wrong" individuals, may lead to violence. These turf issues often curtail residents' perceived freedom of movement.

- **Personal conflicts:** Minor personal disagreements often erupt into violence or shootings at the HOPE SF sites.

- **Drugs and substance abuse:** The prevalence of drug sales and substance abuse in HOPE SF communities often fuels cycles of violence.

- **Stigma around "snitching" or interacting with the police:** Residents are often hesitant to report crimes, to act as witnesses to crimes, or even to speak to police officers for fear of retaliation from other residents.

- **Isolation and fragmentation within the community:** Many residents are scared to leave their homes and intentionally avoid interacting with their neighbors or walking around their neighborhood. This isolation means that neighbors are less likely to know each other and may not intervene on each other's behalf or serve in an informal "neighborhood watch" capacity for each other.

- **Outsiders' influence:** Several interviewees noted that many of HOPE SF's safety concerns are caused by outsiders who come to the community and make trouble.

> When the economy got worse, [the safety situation] regressed. [...] Now there are groups of people without jobs or money, and everyone is afraid of having their place be broken into.
>
> *Resident*

> Territorial issues [lead to violence]. I wouldn't call it a gang – no one's leading. These kids just hang with each other. A typical gang has oaths and codes. They don't have that.
>
> *Site Staff*

> [Because of turf issues], you can't go up the hill or down the hill. Just yesterday, I was trying to get residents to go to Third [Street], and they can't – it's off limits – because of the turf war.
>
> *Site Staff*

> There are "gangs" or affiliations. They do exist here, but lots of the beefs aren't about affiliation, but someone took someone's cell phone, is sleeping with someone's girlfriend. The normal teenage back and forth escalates into violence.
>
> *Site Staff*

> [Those in] the vacant units – when we got squatters living in there, doing drugs – they tend to argue and fight with each other, break into houses.
>
> *SFPD Officer*

> I cannot call the police.
>
> *Resident*

---

[10] For able-bodied adults ages 18 to 64. Source: "Baseline Evaluation Report," produced by LFA Group in June 2012.

- **Poor site design and site conditions:** The HOPE SF sites do not follow established design principles on how to improve safety for residents. Instead of having buildings oriented toward the street and clearly demarcated private and public spaces, the sites have barrack-style housing at angles to the street, shared open spaces surrounding buildings, publicly accessible walkways between buildings (referred to as the "cuts"), and dead-end streets. Additionally, the sites are generally run-down, with overgrown plants and grass, boarded-up units, and broken or burned-out external lights.

> Outsiders are the ones that come in and terrorize your community.
>
> *Resident*

> Residents don't use the streets and sidewalks; it's not how they navigate. For the police to be on the streets misses how people [move around]. [If you see] someone running around [and you're driving a police car] – you have to get back in your car. Go across the cut! Know where he's going to run. You have to learn the terrain, [the] lay of the land.
>
> *Site Staff*

Neglected Issues that Contribute to Safety Concerns and Issues

Residents and other interviewees highlighted a few issues that they feel are not given sufficient attention:

- **Home break-ins and other non-violent crime:** Interviewees report that crimes that do not result in injury (home burglaries, other theft, drug possession/use, and even shootings where no one gets hit) are not properly or fully addressed by the police department. The frequency of home break-ins is especially problematic because residents feel like they cannot leave their homes to access services for fear that their houses will be broken into. Residents also complain about individuals dumping trash illegally and people who allow large, aggressive dogs to run free around the neighborhood. Residents are left feeling unsafe and as if their concerns are unimportant. The "broken windows" theory of crime prevention would argue that these neglected crimes create an atmosphere of disorder, which in turn leads to more serious crimes. For more on the broken windows theory, please see page 171.

> If there's shooting and no one's hit, the police don't come. [...] You call them if your house is broken into, they act like they don't care, but if they got called to the Sunset, they'd be testing and taking fingerprints.
>
> *Resident*

> I've seen police hand drugs back to people. They say, "We don't care if you have drugs on you. Do you have a weapon?" Everything else is lower priority. Purse snatching, burglaries are lower priority. Sometimes they won't come to your house to take your report.
>
> *Site Staff*

> Vacant units don't get boarded up on time, [then you get] people and criminals inside the unit, [and] they cause a lot of problems, burglaries, and drug activity. [...] No one ever gets evicted. People keep getting caught inside the unit, keep causing more problems.
>
> *SFPD Officer*

- **Domestic violence, elder abuse, and other inside-the-home crimes:** Crimes that occur inside the home do not receive as much attention as those that occur in public. Interviewees were concerned about the impact of domestic violence on residents. Site staff members were concerned about neglect or abuse of elderly residents. Exhibits 13 and 14 summarize the total number of domestic violence and child abuse incidents as reported to the Bayview Police District and the Ingleside Police District. Because these numbers are not adjusted for

population, it is difficult to determine if these two districts have a higher frequency of domestic violence and child abuse than other places. However, it is clear that these issues are present in HOPE SF communities and residents' lives. While these crimes have a smaller impact on public perceptions of safety than street violence, they do impact residents' physical and mental health.

Exhibit 13. Domestic Violence Incidents Reported to SFPD
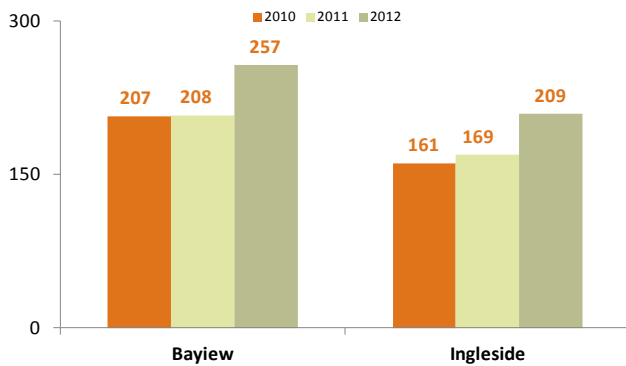
Exhibit 14. Child Abuse Incidents Reported to SPFD
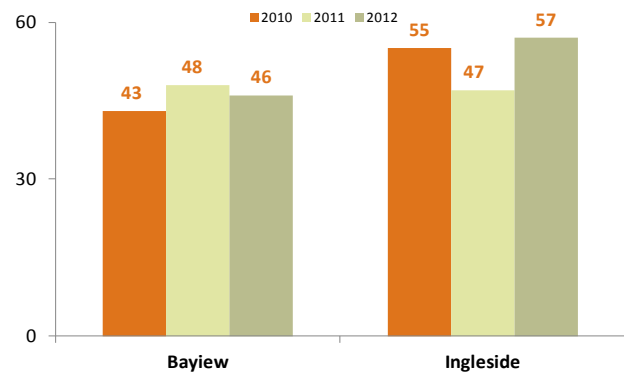
Data Source: San Francisco Police Department. Data for 2012 are through 12/29/2012.

- **Evictions of squatters or of residents who break the law:** Residents, site staff, and SFPD officers report that individuals who should be evicted –because they are squatting in a vacant unit, because they have broken the law, or because they are far behind in paying their rent – are not removed by SFHA. A recent audit of SFHA reports that, "SFHA is currently enforcing inconsistent tenant standards, allowing tenants who fail to comply with lease terms the ability to remain in their public housing units." The same report notes that approximately 5% of all SFHA housing units, or 276 units, are vacant – and that units remain vacant for an average of six and a half months.[11] One interviewee stated that it takes SFHA "over a week" to take the initial step of boarding up a vacant unit. Consequently, problematic individuals are attracted to the site – or are allowed to remain.

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[11] "Performance Audit of the San Francisco Housing Authority," prepared by the San Francisco Budget and Legislative Analyst. June 3, 2013.

Impact on Residents

Residents' safety concerns impact their day-to-day lives in profound ways. Residents report feeling constantly unsafe, which takes a significant mental health toll. They fear becoming the victim of random violence – or of having their child become a victim – to such an extent that they feel compelled to remain inside and to keep their children inside.

The mental health impact of the current safety conditions is especially concerning for the children who live at HOPE SF sites. As noted on page 168, children with repeated exposure to the stress associated with violence are at increased risk for a variety of poor health outcomes. The quotes to the right highlight the stress that residents feel every day, and some of the consequences of that stress.

> [A resident's] son doesn't go to school on time anymore because he doesn't want to go out of his house in the early morning. He doesn't want to wait for the bus [because he feels unsafe].
>
> *Site Staff*

> I won't come out at night. […] You could be standing there, and you don't know what could happen. Everything happens so spontaneously, out of the blue, without a reason. We don't know if something that happened before can come back to haunt you or haunt your community.
>
> *Resident*

> As a parent, it's hard. We feel like we are prisoners every day. My kids ask me, "Why can't I play outside? Why do we always have to play in the house?" […] My daughter pees on herself from the gunshots.
>
> *Resident*

Impact on Achievement of HOPE SF's Goals

As noted previously, HOPE SF's goals are as follows: (1) replace public housing with mixed-income developments, (2) improve social and economic outcomes for existing residents, (3) create desirable neighborhoods, and (4) create the systems change necessary to promote and sustain these outcomes. As summarized above, the mental health effects of violence for residents are substantial and impede the initiative's progress toward the second goal. Safety concerns handicap the HOPE SF initiative's progress toward its goals in two additional ways:

- **Residents are hesitant to leave their homes or travel to receive services.** The City of San Francisco is a service-rich environment, and the HOPE SF service connection model was designed to better connect residents to needed services. However, for HOPE SF residents, accessing most of those services requires travel to various locations. Residents are often afraid to leave their home to access these services because they fear their home will be broken into while they are gone. They also worry about being caught in the crossfire of gun violence, and about

> Going off the hill for any services is a big no-no. They want all of their services up there [at Hunters View] because of the turf war [and] because of the fear of being robbed or broken into. They refuse to leave.
>
> *Site Staff*

> Imagine a senior – they won't want to go anywhere because we have a high [number of home] break-ins. That's true for everyone.
>
> *Site Staff*

> Some real challenges for Sunnydale residents have to do with gang issues and the fact that the neighborhood is divided into zones. […] These zones are especially a problem for young men … they might not want to apply for a job in a store that's in the "wrong zone."
>
> *City Staff*

being the victim of opportunistic violence (such as a mugging). For some residents, it may not

be safe to travel if that travel requires passing through a specific gang's "turf." These barriers to accessing services and engaging in the community means that HOPE SF residents do not get the help they need to improve their social and economic outcomes.

- **Safety concerns may prevent higher-income people from moving into the neighborhood.**
HOPE SF's third goal, to encourage the growth of mixed-income communities, requires that higher-income individuals and families be willing to move to HOPE SF neighborhoods. If those neighborhoods have a reputation for being unsafe, it will be challenging to attract those higher-income individuals.

> People tend to devalue the community when they feel like it's not safe. Outsiders looking in [devalue it]. In actuality, those communities – even though they have a higher risk of being unsafe than other communities, they do have a lot of pride or a sense of community, but they're unable to make it visible because of their safety concerns or the lack of resources within those communities. It makes it hard to highlight the communities' strengths.
>
> *City Staff*

Key Actors in the Safety Arena and Their Roles

A number of key entities play a role in promoting safety at HOPE SF sites. They include: the San Francisco Police Department; the San Francisco Housing Authority; the Mayor's Office (specifically, the Interrupt, Predict, Organize initiative, which is housed there); the Department of Public Health; the Department of Children, Youth, and Their Families; local community-based organizations (including the faith-based community); and the residents themselves. These agencies and organizations each have a stake in improving safety for HOPE SF residents.

San Francisco Police Department

At first glance, the San Francisco Police Department (SFPD) has a straightforward role in making HOPE SF sites safe places to live: enforce the law, and arrest those who break the law. Upon closer examination, however, it is clear that the SFPD must navigate complicated terrain in order to serve residents.

> [When residents and police interact], it's a negative and hostile interaction, with yelling and screaming at each other.
>
> *Site Staff*

> Sergeant Hall is there sometimes. He's very good, but he's not everywhere all the time.
>
> *Resident*

> How do you strike up a relationship with a young man when you arrested their father two days ago? Police have a difficult role.
>
> *City Staff*

> There's certain people that will call [the police]. You can't praise them enough, but [at the same time], you don't want … to be seen praising them [because] you don't want anything bad to happen to them.
>
> *SFPD Officer*

Residents' Perspectives on the SFPD

HOPE SF residents report having complicated relationships with the SFPD. Many residents have had some negative experience with the police in their lives and are therefore coming from a place of anxiety or distrust. At the same time, they must rely on police officers to protect them and to make their neighborhoods safe. As previously noted, residents often state that the SFPD ignores non-violent crimes in their neighborhood, but they are also hesitant to report crimes or act as witnesses for fear of being seen interacting with the police and therefore being labeled a "snitch." Residents report that when police officers do respond to a crime, the officers are overly aggressive and target the wrong people – but many residents are afraid to act as witnesses to help police find the right people. Residents must also navigate conflicting loyalties between family and the law when they see a relative engaged in illegal activity. Residents are navigating complex terrain and responding to the competing forces at play in their neighborhoods. Unfortunately, these forces make it difficult for the SFPD to do their job effectively.

The tenor of the relationship between the police and community members varies substantially from person to person – and many residents hold widely differing opinions about the police as a whole versus specific police officers. Some residents report that the police are "never there" when an incident occurs or that the police are uninterested in getting to know the community members. These same residents often go on to acknowledge the positive contribution of a few select police department staff.

Hunters View and Alice Griffith residents expressed a range of opinions on LFA Group's household survey when they reported on the assistance they receive from San Francisco officials, including the SFPD. As noted in Exhibit 15, most residents disagreed or strongly disagreed that they can get the help they need from those officials. However, about a quarter agreed or strongly agreed with that same statement. A higher proportion of residents agree that local government agencies are effectively dealing with issues of drug and crime prevention – although just under half still disagree.

Exhibit 15. Resident Perceptions of Police Effectiveness

Legend: ■ Strongly Disagree ■ Disagree ■ Neutral ■ Agree ■ Strongly Agree

My neighbors and I can get the help and assistance we need from San Francisco officials like city departments, the police, and the fire department.

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Hunters View (n=102)	17%	51%	4%	17%	12%
Alice Griffith (n=140)	14%	57%	7%	17%	5%

Local agencies are effectively dealing with issues of drug and crime prevention.

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Hunters View (n=99)	12%	30%	12%	27%	18%
Alice Griffith (n=136)	8%	40%	15%	28%	9%

X-axis: 0% 25% 50% 75% 100%

Percentage of Survey Respondents

Totals may not sum to 100% due to rounding.
Data Source: LFA Group household survey (conducted in fall 2011 for Hunters View and in spring 2012 for Alice Griffith)

In interviews and focus groups, residents express their wish that more SFPD officers would get to know them and their neighborhoods. They appreciate when the SFPD engages in community policing by participating in community events like toy giveaways or organize sporting events for the children in the community. They appreciate the police officers who do understand which individuals are or are not likely to be troublemakers. For residents, perceptions of an approachable and engaged SFPD staff are important precursors to a positive relationship with the SFPD. As is clear from the discussion above, there are several barriers in place that will make it challenging to change the perceptions residents have of SFPD officers.

A police officer volunteers at a community event at Alice Griffith.

Police Officers' Perspectives and Experience

Several of the SFPD officers who are stationed at HOPE SF sites share the perspective that safety improves when police officers know the residents and their neighborhoods, and SFPD encourages a community policing approach. Both the SFPD and the officers see that there are benefits to this approach from both prevention and enforcement perspectives. Despite this shared agreement, the SFPD faces challenges to realizing their community policing goals.

In order for police officers to establish kinds of bonds with residents, a few key elements must be in place. First, the SFPD must be able to attract officers who are willing to do outreach and build relationships to work at the housing sites. Second, these officers must then be stationed in that area for a significant amount of time in order for that relationship building to occur. This combination should allow the SFPD to build rapport with residents.

Several of the SFPD officers interviewed noted that the SFPD used to offer an appealing work schedule as an incentive to encourage officers to work at the HOPE SF sites. (This work schedule guaranteed them every other weekend off.) One officer noted that this schedule was what led him to apply to work at a HOPE SF site and that the schedule allowed for easier coordination around special events like basketball games with young residents. Another observed that that schedule allowed residents to be better able to predict when specific officers would be working – and that this facilitated relationship building. Unfortunately, this schedule has since been replaced by a different one that appears to be less attractive for police officers and less predictable for residents and site staff. It is unclear why the SFPD changed the schedule, although one officer speculated that the new schedule may be a cost-saving measure.

> At every site, there's a kick-down-the-door kind of police officer… […] The police force – the chief in particular – is aware of that and is attempting,… to bring [more] community-minded folks … in[to] the housing developments.
>
> *City Staff*

> We get to know the people that live out there, people that come and visit. If we take the time to get to know the residents, people who hang out there, call them by name, it goes a long way! They're more apt not to commit a crime if you're there, and you know exactly who they are.
>
> *SFPD Officer*

> A lot of us have been out here a long time. They know who you are. [Residents] know how one officer will act or how another officer will act. They might approach a certain officer because he thinks that officer is more down-to-earth.
>
> *SFPD Officer*

> We used to have a schedule where [residents knew] when we work[ed] and when we [were] off, [but now] they don't know when to call us, when we'll be there. […] Residents don't know when we're there. They can't keep track of our schedule. […] That makes it hard for us to get out, see what's going on.
>
> *SFPD Officer*

San Francisco Housing Authority

To date, the San Francisco Housing Authority (SFHA) has used three primary tools to improve safety conditions at its public housing sites: "enhanced police services, private security guards, and in-house SFHA security officers." The recent audit of SFHA notes that, unfortunately, "SFHA has not monitored the performance of the private security contracts and programs, nor has it performed a thorough needs assessment to determine the appropriate level of service needed at each property. SFHA's oversight of public safety programs is inadequate, and costs are significantly higher than comparable housing authorities. For example, San Francisco's cost for security services in 2012 was $490.10 per housing unit, as compared to an average cost of $210.98 per unit for other comparable metropolitan housing authorities." [12] Given this finding, SFHA is likely to revamp its approach to providing safety services at HOPE SF sites.

Beyond providing formal safety services, SFHA has an informal role in contributing to safety conditions at HOPE SF sites. Many interviewees – residents, police officers, and site staff – suggested that SFHA could improve safety for residents by taking the following actions:

- **Maintain lights and cameras:** Several interviewees mentioned that HOPE SF sites are not well lit. They suggested that adding more lights and fixing the broken or burned-out lights would make the sites safer. Some interviewees also noted that most of the SFHA-run security cameras at the sites are broken. The "broken windows" theory of preventative policing (see page 171) would also argue that general site maintenance would help reduce crime.

> I would love to see better lighting within the area. We call them the cuts – between the building lines – if you're walking down from Kiska to Northridge [two streets in Hunters View], if you're walking in between the buildings, it's fairly dark. If it were more illuminated, it would prevent crime. People [would be] able to see what's around them, [which would make it] safer for citizens and officers.
>
> *SFPD Officer*

- **Board up and maintain vacant units:** As previously mentioned, the amount of time it takes SFHA to board up a vacant unit encourages individuals to use those spaces for illegal activities. Interviewees also report that once someone "squats" in what should be a vacant unit, SFHA could do more to force them out of that unit.
- **Eviction residents who break the law:** Residents and SFPD officers reported that residents who are caught dealing drugs or possessing illegal weapons are not properly evicted after the incident. This perception may stem from the fact that convictions for crimes and eviction processes take a long time, and therefore, consequences would not be immediately visible to an outside observer.

Residents also report that crime and disorderly behavior spikes at the end of the workday, once SFHA employees go home. SFHA may want to coordinate with SFPD to ensure sufficient coverage at the end of the workday.

Unfortunately, SFHA is currently going through a troubled period and therefore may not be able to prioritize these issues at this time. In late 2012, the federal Department of Housing and Urban Development (HUD), which funds SFHA, gave SFHA a failing score on its review. HUD is working

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[12] "Performance Audit of the San Francisco Housing Authority," prepared by the San Francisco Budget and Legislative Analyst. June 3, 2013.

with SFHA to help SFHA create and implement a recovery plan, [13] of which the aforementioned audit is the first step.

SFHA and the SFPD

SFHA and SFPD work together to serve HOPE SF residents, both formally and informally. Formally, SFHA has a Memorandum of Understanding (MOU) with the SFPD, whereby the SFPD assigns dedicated police officers to eight public housing sites[14] (including the four HOPE SF sites). Informally, SFPD officers often work with on-site SFHA staff in order to address problems together.

The MOU between the SFPD and SFHA species that police officers "are assigned to 12-hour shifts, of which 10 hours are regular time, paid by the Police Department as part of its annual budget, and 2 hours are overtime pay, paid by SFHA." SFHA also reimburses the SFPD for a police commander's salary. These services come to a total of $1.3 million in 2013. Unfortunately, as noted in the June 2013 SFHA audit, "SFHA does not monitor performance of the MOU nor document the number of hours of police presence during the scheduled 12-hour shift, and cannot show that the 2 hours of overtime pay are necessary." SFHA property managers and residents report that the services specified in the MOU between SFHA and SFPD "are not provided as prescribed in the agreement." The authors of the SFHA audit recommend terminating this contract to help save money. [15] It is likely, therefore, that the terms of the formal relationship between SFPD and SFHA will change in the near future. This could result in a decreased police presence at HOPE SF sites.

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[13] SFGate, "Housing Agency Scores Low in Audit," January 9, 2013. http://www.sfgate.com/bayarea/article/S-F-housing-agency-scores-low-in-audit-4181517.php.

[14] "Performance Audit of the San Francisco Housing Authority," prepared by the San Francisco Budget and Legislative Analyst. June 3, 2013.

[15] "Performance Audit of the San Francisco Housing Authority," prepared by the San Francisco Budget and Legislative Analyst. June 3, 2013.

Interrupt, Predict, Organize (Housed at the Mayor's Office of Violence Prevention Services)

In July of 2012, in response to the increase in homicides in the southeast area of the city, Mayor Edwin Lee announced the creation of the Interrupt, Predict, Organize (IPO) initiative. IPO was developed with input from "law enforcement, community-based agencies, youth serving organizations and clergy." IPO aims to:

Mayor Lee announces the IPO initiative.

- "interrupt gun violence immediately with targeted interventions," with a focus on "hot spots" – some of which are in HOPE SF neighborhoods;
- "predict where crime is most likely to occur in hopes of preventing criminal activity using technology and intelligence before it can happen"; and
- organize community-based organizations and city agencies in order to provide interventions that will help prevent violence over the long term.[16] These efforts include a variety of services, such as targeted assistance for families with young children in high-crime areas, support for individuals re-entering society after serving a prison sentence, and employment opportunities for at-risk youth.

IPO is the primary focus for the staff of the Mayor's Office of Violence Prevention Services (MOVPS). MOVPS staff describe their agency's role as "a central coordinating entity that authorizes convenings and organizes key stakeholders for greater coordination and accountability." Their goal is to provide a "coordinated enforcement and prevention strategy that is integrated with service coordination."[17] This approach aligns well with HOPE SF's service provision model.

As a new strategy, it is difficult to assess how effective IPO is. However, there are some early indications of success. IPO appears to be an effective vehicle for collaboration and communication among agencies. The initiative is housed in the Mayor's Office, which helps to give the initiative added leverage to coordinate a wide group of stakeholders. IPO's leaders are using that leverage to bring together individuals from many agencies and organizations that influence safety, including:

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[16] Examiner.com, "Public Safety Initiative 'IPO' Unveiled by Mayor Lee and Supervisor Malia Cohen," http://www.examiner.com/article/public-safety-initiative-ipo-unveiled-by-mayor-lee-and-supervisor-malia-cohen. Accessed May 5, 2013.

[17] Communication with MOVPS staff, June 26, 2013.

- SFPD
- SFHA
- Department of Children, Youth, and Their Families
- Department of Public Health
- Mayor's Office of Housing and Community Development
- San Francisco Unified School District
- Juvenile Probation
- Adult Probation
- Office of Economic Workforce Development
- Human Services Agency

- Department of Public Works
- San Francisco District Attorney's Office
- Sheriff's Department
- Housing Authority
- Public Defender's Office
- Department on the Status of Women
- First 5 San Francisco
- Office of Civic Engagement and Immigrant Affairs
- San Francisco Municipal Transportation Agency
- San Francisco General Hospital Wraparound Project

IPO also works with multiple other social services agencies, law enforcement agencies, and organizations – including the interfaith community. This collaboration is critical and is certainly contributing to the increasing levels of coordination between the HOPE SF initiative and critical safety actors such as the SFPD. Helen Hale, the HOPE SF Director of Residential and Community Services at the Mayor's Office of Housing and Community Development, reports that collaborating with IPO has strengthened lines of communication across departments and led to shared decision-making.

> [Because of IPO], there's been an improvement in people talking to each other and taking coordinated approaches. We come together as a public safety cluster monthly, where we get updates from the police department and adult probation and juvenile probation [departments], where we really talk about individuals. We pay attention to things that seem to work or not work. [The IPO team] has service providers there as well as criminal justice folks, which is good. [They are] linking those things up. [They have] the right departments there.
>
> *City Staff*

MOVPS staff note that, in addition to IPO's success coordinating across departments and agencies, IPO may be contributing to a reduced homicide rate in 2013. For the first six months of 2013, San Francisco recorded 20 homicides – compared to 37 in the

> [IPO is] more of an organized effort versus everyone acting like an island.
>
> *City Staff*

same time period last year. If homicides remain low for 2013, IPO may have proven itself as an invaluable addition to the city's efforts to improve safety for residents.

IPO's Workforce Strategy

As noted above, IPO is employing multiple strategies to help reduce long-term violence. As of June 2013, the most developed and well-known (to individuals outside of MOVPS) of these strategies is IPO's workforce strategy. IPO is helping to coordinate and implement workforce training and a year-long employment opportunity for individuals who are seen as highly likely to be involved in violence or

> [If there are] individuals that we feel may be causing problems, [who] need a chance to get their lives going or … gain employment, they'll be referred [to IPO] by the officers that cover the development. [They'll say], "This individual is a good candidate. All he does is hang out all day. He kind of runs that group of people they run with, so why not try to give this individual a chance to change." If he gains employment and is working, maybe that will trickle down to these other people…
>
> *SFPD Officer*

crime. This aspect of IPO is partially based on a program run by the Department of Public Works (DPW) and TURF (a local nonprofit organization) at Sunnydale, which targeted young men in need of transitional employment opportunities. IPO is currently serving residents from the Bayview and Mission neighborhoods, and will soon add residents from the Western Addition neighborhood.

As described in detail in the workforce chapter of this report, it is difficult to create temporary employment programs that effectively help hard-to-employ individuals find permanent employment. MOVPS staff are aware of these findings and are working to make the workforce component of IPO into a successful example of a strategy that achieves both violence reduction and increased employment.

Concerns about IPO

While the coordination success of IPO is significant and worth celebrating, and the reduced homicide rate is an encouraging early indicator, the initiative has also caused some concern. For example, one interviewee notes that some community members expected the "organize" part of IPO's work to involve organizing the individuals who experience the violence (as opposed to organizing just the service providers and agencies). This interviewee felt that this represents a missed opportunity for community empowerment. MOVPS staff did facilitate several community forums, and they plan to roll out community engagement opportunities in the future – so this concern may diminish over time.

For the 2012-13 fiscal year, IPO did not have funding resources at its disposal. IPO was issued as a directive from the Mayor's Office which instructs agencies to dedicate resources to the effort. MOVPS staff are working to secure funding for the 2013-14 fiscal year. These funds may not be necessary as long as IPO remains a priority for the Mayor and the city as a whole, but it may be difficult to sustain IPO's success in the long term without dedicated funds.

Most importantly, IPO's mission is to create a safer San Francisco as a whole. While many of the city's hot spots for violence are within HOPE SF neighborhoods, IPO is not a HOPE SF-specific or public housing-specific initiative. Its influence on HOPE SF residents may be diluted.

Crisis Response Services (Housed at the Department of Public Health)

San Francisco's Department of Public Health houses Crisis Response Services (CRS), which offers mental health services and case management for individuals and families impacted by street violence. Their services include the following:

- "Help with funeral and burial services;
- Private and confidential counseling;
- Escort to and from appointments;
- Immediate support to schools, day cares, community organizations, businesses, and other agencies after violent events;
- Support groups for adults and children; and
- Help in connecting to other services." [18]

> [The Crisis Response Team] provide[s] support to families and the community…, as well as providing individual grief counseling, [and] trauma focus[ed] counseling.
>
> *City Staff*

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[18] http://www.dcyf.org/modules/showdocument.aspx?documentid=78.

Underneath the CRS umbrella, there are several teams and services. One of those services that is often used at HOPE SF sites is the Crisis Response Team, which goes out into the community following a homicide or critical shooting to help those affected. CRS staff also provide debriefing services for the community as a whole after violent incidents.

CRS's services extend beyond responding to incidents. CRS is currently partnering with TURF (a community-based organization located in Visitacion Valley) to offer drop-in counseling services for young Sunnydale residents who are enrolled in a jobs program run by the Department of Public Works. CRS also runs support groups at high schools for children who have experienced community violence (although none are currently offered at schools in HOPE SF neighborhoods).

Department of Children, Youth, and Their Families

Because young people (between the ages of 10 and 25) are at high risk of being "either a victim or a perpetrator of street violence,"[19] the Department of Children, Youth, and Their Families (DCYF) has a vested interest in improving safety concerns. For this reason, one of DCYF's six strategic focus areas is violence prevention.[20] Their Violence Prevention Initiative (VPI) serves young people who are at risk (engaging in risky behaviors or displaying signs of aggression) and in risk (already involved with the justice system or reentering society after involvement with the justice system) through "a portfolio of over sixty violence prevention and intervention services." VPI focuses resources on neighborhoods with the highest concentration of crime and violence – including the Bayview and Visitacion Valley. [21]

The Campaign for HOPE SF (Housed at the San Francisco Foundation)

The Campaign for HOPE SF is a public-private effort to provide flexible funding resources for the HOPE SF initiative. Historically, its funding priorities have been education, workforce development, and health. In 2012, the Campaign recognized the importance of safety as a critical factor underpinning the success of HOPE SF. Campaign staff have therefore added an emphasis on safety as part of the health priority area.

As part of the Campaign's work to promote safety, Campaign staff worked to bring together several of the safety key actors highlighted in this chapter. A working group began to form in early 2013 with the aim of working alongside IPO, but with a specific focus on the HOPE SF sites. SFHA was set to be a leading force on that team. Unfortunately, as noted above, SFHA has experienced some recent difficulties that require its staff to focus solely on maintenance of existing SFHA commitments. With SFHA unable to participate at this time, the Campaign had to temporarily pause this work given its own limited capacity. Campaign staff anticipate having increased capacity to re-launch this work soon.

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[19] Department of Children, Youth, and Their Families, "Youth Violence Prevention Initiative: Local Action Plan," http://www.dcyf.org/modules/showdocument.aspx?documentid=79. Accessed May 19, 2013.

[20] Department of Children, Youth, and Their Families, "Violence Prevention & Intervention," http://www.dcyf.org/index.aspx?page=30. Accessed May 19, 2013.

[21] Department of Children, Youth, and Their Families, "Youth Violence Prevention Initiative: Local Action Plan," http://www.dcyf.org/modules/showdocument.aspx?documentid=79. Accessed May 19, 2013.

In the meantime, the Campaign's other initiatives (such as providing funding for workforce programs for young people, encouraging attendance at school, and supporting community building efforts) should help improve safety conditions at HOPE SF sites by addressing contributing factors.

Community-Based Organizations

The HOPE SF neighborhoods are served by a range of nonprofit community-based organizations (CBOs). These organizations are often staffed by residents from the neighborhood or from the HOPE SF sites themselves – and they have established reputations among HOPE SF residents. For these reasons, these CBOs are often best placed to work with residents – especially troubled residents. This ability to reach out to and connect with the neediest residents is a key asset of the CBOs that serve HOPE SF residents.

Exhibit 16. Available Services Intended to Improve Safety: Percent of CBOs Offering Each Service

Community building programs — 63%
After-school, weekend, or summer programs for children or youth — 42%
Employment programs for transition-age youth or adults — 32%
Resident meetings or discussion groups — 32%
Parenting classes — 26%
Resident watch groups — 0%
Other — 11%

n=19

Percentage of Respondents
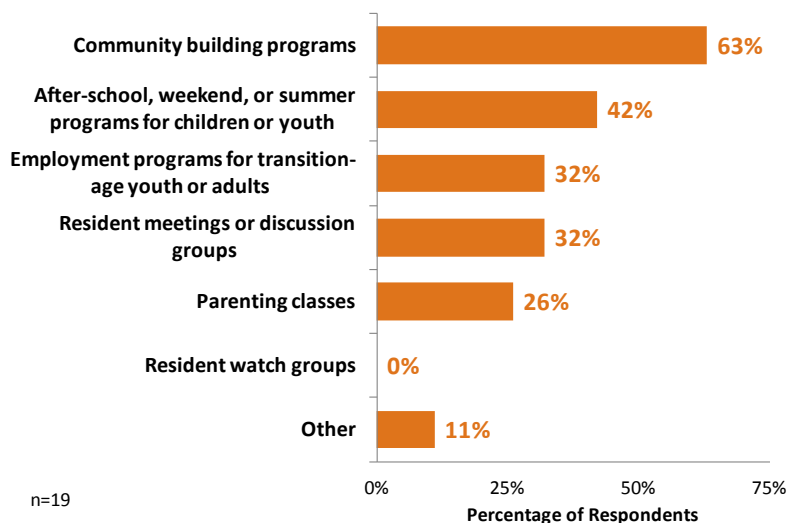
Data Source: Survey of community-based organizations that serve HOPE SF residents, conducted by LFA Group in spring 2013

Only a few of the CBOs are *primarily* focused on reducing crime and violence. (Two of those CBOs that are focused on safety – the Community Response Network and Peacekeepers – are profiled below.) However, several of these CBOs offer services that have, as one of the services' goals, the goal of improving safety. For example, as noted in Exhibit 16, 63% of surveyed CBOs offer community-building programs that – along with other goals – aim to improve safety.

Across many areas, the HOPE SF initiative relies on the rich network of CBOs that serve residents, and the area of improving safety is no different. CBOs – by virtue of both their established reputations among residents and the services they provide – will continue to be part of the effort to make HOPE SF neighborhoods safer.

Community Response Network

The Community Response Network (CRN) is a "comprehensive street outreach and crisis response model that embraces a collaborative approach to prevent and respond to youth-to-youth related violence in several San Francisco high-risk and high-need neighborhoods." San Francisco has two CRNs – one for northwest areas of the city and one for the southeast. The

> Say there's a shooting [or] homicide, [or] there's big beef going on, [CRN staff] get involved. These are people who are African American, Samoan. They have strong ties within the community; they help us diffuse the situation. So it doesn't escalate higher. […] Some of these individuals that are chosen [for CRN], they've been in the system, they've done time. All that is in their past, and they're trying to change the community, keep it safe out there.
>
> *SFPD Officer*

southeast CRN, run by the Bayview Hunters Point Foundation and funded under DCYF's VPI,

provides services for the neighborhoods surrounding all four HOPE SF sites. CRN uses a street outreach model, using "specialized teams trained in street outreach work, conflict mediation and de-escalation, and crisis response. The CRN outreach workers are often residents from local 'hot zones' and have invaluable knowledge and understanding of the cultural background of the neighborhoods and residents. Moreover, CRN teams conduct regular street outreach during after-school hours and in the evenings, refer and link youth to services, and provide safe passages for youth to get around the city."[22] CRN works closely with CRS to respond collaboratively to incidents of youth violence.

Peacekeepers (Housed at Hunters Point Family)

Peacekeepers, which was founded by two Alice Griffith residents in 2002, is a "crisis prevention, intervention, and response program that provides services to youth (10-22) and their families." The program, "functions in partnership with the parents and community members to emphasize community pride, cultural confidence and leadership. Staff work creatively to teach young people to cultivate inner and outer peace in the midst of chaos and violence."[23] In 2003, Peacekeepers joined Hunters Point Family, a local nonprofit that works with high-risk youth.

Faith-Based Organizations

The HOPE SF neighborhoods have a sizable population of faith-based organizations which cater to diverse populations, and many of the residents belong to a church or other religious organization. The HOPE SF initiative may want to consider involving those organizations and their members in efforts to reduce crime and improve safety.

Residents

Residents must engage with and buy in to any attempts to improve safety concerns at HOPE SF sites. Residents cannot rely exclusively on outside actors to provide the solutions for them, and those outside actors cannot succeed without engaging the resident in designing and implementing the solution. To date, the HOPE SF initiative has not had significant success in engaging residents in improving safety concerns. Two exceptions – the SF SAFE Neighborhood Watch at Potrero and the We Help Our People group at Hunters View – are summarized below.

SF SAFE Neighborhood Watch Program at Potrero

SF SAFE (Safety Awareness for Everyone) is a nonprofit organization that works with the SFPD to "build safer neighborhoods through crime prevention, education, and public safety services," which includes providing support for individuals who want to start neighborhood watch programs.[24] Residents from the Potrero HOPE SF site worked with SF SAFE to begin a neighborhood watch program in their community. The program ended after a year and a half due to a lack of resident capacity to facilitate meetings, but the community-building staff at Potrero is hoping to restart it soon. They are working to secure funds for a version of the program that includes facilitation assistance from SF SAFE staff members for a year.

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[22] Department of Children, Youth, and Their Families, "2012 Summer Coverage Plan," http://www.dcyf.org/modules/showdocument.aspx?documentid=78. Accessed May 18, 2013.
[23] Hunters Point Family, http://hunterspointfamily.org/our-programs/programs-2/. Accessed May 28, 2013.
[24] SF SAFE, http://sfsafe.org/. Accessed May 14, 2013.

We Help Our People (WHOP) at Hunters View

A group of young Hunters View residents, with support from the Bayview YMCA, have created a group called We Help Our People or WHOP. Hunters View site staff report that the group is "becoming the voice of Hunters View." The group is "advocating for residents, for health, [and] for crime prevention."

Recommendations and Questions for Reflection

Recommendations

- **When possible, fix broken or run-down facilities at HOPE SF sites, enforce rules for residents and outsiders, and evict residents when necessary.** SFPD officers, site staff, and residents frequently mention the conditions at HOPE SF sites. They report that walkways are unlit and grass and plants are overgrown. Residents say that people dump trash illegally and let their aggressive dogs off the leash. Several interviewees say that squatters and law-breakers are not evicted. Many of these issues will improve when the sites are redeveloped, thanks to improved site design. However, it will take several years for redevelopment to reach all four HOPE SF sites, and residents should not be asked to wait that long for these improvements.

  Unfortunately, SFHA, which is responsible for these tasks, is currently under investigation and is working to conserve resources. Minor site upgrades are therefore not priorities for SFHA at this time. However, when SFHA emerges from this period, it should expedite these requests as an investment in the safety of residents.

- **Facilitate a community policing approach among SFPD officers.** Both residents and SFPD officers feel that relationship building makes policing HOPE SF neighborhoods easier. While the SFPD already formally encourages a community policing approach to try and facilitate this relationship building, there is more that SFPD can do. The SFPD should work to attract officers who are interested in doing outreach and relationship building to HOPE SF neighborhoods, perhaps by re-instituting the schedule that several officers mentioned was a perk of the assignment. These officers should be encouraged to walk the neighborhoods (as opposed to remaining in their vehicles) as a way to get to know people. The SFPD should also continue to look for opportunities for officers to be part of the community, such as sponsoring sports tournaments for young people and participating in community events. The SFPD may also want to consider taking more significant steps, such as instituting an audit of its services on public housing sites or training officers on how to effectively connect with community members.

- **Convene a safety taskforce to advise the Campaign for HOPE SF.** As noted on page 31, the Campaign for HOPE SF recently made progress convening a safety taskforce. This group had representatives from several of the key safety actors profiled in this chapter, and was beginning to advise the Campaign on how to invest funds in resident safety. Unfortunately, SFHA's investigation and associated troubles derailed this work. This is especially disheartening because the Campaign is well placed to convene stakeholders, given its ability to tap flexible funding. Some of this collaboration and communication is now taking place within the IPO initiative. However, IPO is not explicitly focused on HOPE SF residents. The Campaign should take up this charge again as soon as is possible given the Campaign's existing commitments.

- **Increase investment in community building at each HOPE SF site.** As noted on page 175, "collective efficacy" is the largest single predictor of violent crime. Collective efficacy is defined as "mutual trust among neighbors combined with willingness to intervene on behalf of the common good." Some HOPE SF residents share the fact that they are scared to interact with their neighbors or even to leave the house. Many say that they will not report a crime if they see it for fear of retribution for "snitching." But about two-thirds of residents at Hunters View and Alice Griffith agree or strongly agree with the statement "In this neighborhood, we trust each other." As one interviewee noted, residents "do have a lot of pride or a sense of community."

HOPE SF must build on this strength and help pull the isolated and frightened residents out of their homes.

While increased community building alone will not solve HOPE SF sites' safety problems, increasing investment in community building should ultimately pay off in reduced crime and happier, healthier residents. The BRIDGE team at Potrero offers an excellent local example of how community building can be done well. Their work should be used as an example for others working on community building at HOPE SF sites.

The Potrero Community Mural

Continue to Support Existing Safety Efforts

The City of San Francisco and the HOPE SF initiative have already taken several critical steps to improve the safety conditions at HOPE SF sites. These are highlighted below. Several of them are still in an early stage and therefore need time, continued funding, and support in order to continue to contribute to safety improvements.

▪ **Continue raising the profile of safety issues within the HOPE SF initiative.** Last year's baseline evaluation included the finding that lack of safety was a critical underlying issue for many HOPE SF residents. They were hesitant to leave their homes to receive services and lived under constant stress and fear. At the time, improving safety was a goal of the initiative, but it was not a primary one. Since then, there have been several positive developments that indicate that several key leaders are beginning to prioritize safety improvements for residents. A representative from the SFPD has joined the City Services Team (CST), which meets monthly to coordinate HOPE SF services. The Mayor launched the Interrupt, Predict, Organize (IPO) initiative, which aims to reduce violence in both the short- and long-term. The Campaign for HOPE SF made strides in organizing a committee of safety stakeholders, although that momentum was interrupted when SFHA came under scrutiny. These are all indications that the leadership of both the city and the HOPE SF initiative are taking safety improvements seriously. With time and continued commitment, these efforts should help to reduce the violence that affects HOPE SF residents.

▪ **Continue to integrate the SFPD and other safety actors into the HOPE SF team.** As highlighted above, an SFPD officer recently joined the CST, which is staffed by deputy-level city employees for agencies. The CST develops, monitors, and revises how city programs and services are implemented and delivered to HOPE SF sites – and it is therefore a key body for the SFPD to participate in. In addition, SFPD Chief of Police Greg Suhr joined the Oversight Committee, which is composed of the executive directors of the city agencies that serve HOPE SF residents. Hopefully, the city's juvenile and adult probation departments will soon follow suit and join the two committees. This trend toward further integration will facilitate

communication and collaboration between the city agencies responsible for achieving HOPE SF's goals and should help keep residents' safety as a central focus of the initiative.

- **Continue with plans to provide more granular crime data.** SFPD has committed to tracking and reporting specific indicators for each HOPE SF site on an annual basis, as part of the city's HOPE SF dashboard. These site-level indicators will help stakeholders understand if efforts to improve safety are succeeding or not.

- **Continue to treat the mental health effects of poor safety conditions.** Residents report that the constant stress of living in an unpredictable, violent community takes a significant toll on their mental health. A growing body of research links such stress to long-term negative physical outcomes too – especially for children. The Crisis Response Services (CRS) team at the Department of Public Health helps residents manage this stress and recover after violent episodes. This support for mental health should continue and expand to serve as many residents as possible.

- **Continue to convene safety actors under IPO.** IPO has managed to bring together a large group of safety stakeholders. These organizations and agencies have historically operated as "islands," in the words of one interviewee. The regular IPO safety cluster meetings are helping to establish open channels of communication between these groups. While IPO is not specifically aimed at improving safety at HOPE SF sites, the increased collaboration between these agencies should ultimately benefit HOPE SF residents as well.

- **Continue to provide a variety of youth programming.** DCYF, the San Francisco Unified School District, and neighborhood CBOs offer programming to young HOPE SF residents. These after-school and weekend programs help keep children safe by keeping them off the streets during hours of peak violence. They also offer mentorship and other positive learning experiences for young people. These programs are therefore critical bulwarks for young residents and their families, and should be maintained or expanded.

Question for Reflection

- **How can HOPE SF leadership better involve residents in safety strategies?** Residents must be invested in any successful safety strategy. But residents are also skeptical of interacting with the police, given the stigma around "snitching." Many residents are also used to withdrawing from public life because the only place they feel safe is inside their home. How can HOPE SF leadership overcome these obstacles to involve residents in designing and implementing solutions? Which organizations or agencies must be involved and can help with outreach to residents? HOPE SF leadership may want to begin to answer these questions by polling the safety actors profiled in this chapter and by asking residents. The residents who participate in or who graduated from the Leadership Academy are generally involved in their community and may be an excellent resource to help the initiative's leadership begin to answer these questions.

III. Connecting Public Housing Residents to Opportunities:
Enhancing the HOPE SF Service Connection Model to Meet Complex Needs

Executive Summary

Service connection, one of HOPE SF's human capital development strategies, aims to understand residents' needs and assets, and link residents to services that support individual and community success. In the HOPE SF service connection model, a team of high-level social work professionals work on site to ensure that residents access and utilize the various social services and benefits available to them from a rich network of city and community-based social service providers.

Mixed Results of Initial Implementation of Service Connection

Resident and community needs are greater and more complex than initially expected. Some of the barriers that make access and the delivery of service challenging include:

- Transportation barriers
- Low literacy rates
- Lack of basic education and skills for employment
- Untreated health issues (especially mental health and substance abuse)
- Language and cultural barriers
- Violence and crime
- Lack of trust of city officials and community outsiders

Despite all these barriers and challenges, residents in the community are hopeful and resilient.

> We had a resident who was doing well, went to rehab, and three months later lost two family members and a significant other got sick; and he is now back off the wagon, quit his job, and lost everything.
>
> *Site Staff*

> I hope we all can come together. We used to pay attention to the kids and where you lived and how you lived. It was a more caring place. We had a role in the community at one time and I want that.
>
> *Resident*

Service connection faced several early implementation challenges. These early lessons and the unique needs and contexts of each community are informing adjustments to implementation at other sites. HOPE SF launched the service connection pilot at Hunters View, the first site to undergo development, in early 2009. Several implementation challenges plagued this initial pilot. The initial service connection team was not well equipped to respond to the vocational needs of Hunters View residents. In response to these challenges, HOPE SF engaged a new service connection team, Urban Strategies. Ultimately, Urban Strategies was also determined to be an imperfect fit for the community because the organization was not based locally. A new locally-based service connection team, Bayview YMCA, has now been engaged and early evidence suggests that the team is a good fit for the community. In addition, HOPE SF leaders have learned that service connection efforts need to start earlier than anticipated and that an intensive case management layer is needed for family with needs that go beyond service connection. HOPE SF leaders have also made other adjustments in response to the unique needs and context of each HOPE SF community.

Some residents have effectively engaged with service connection teams. At Alice Griffith, residents are aware of and find the service connection team to be helpful. Among residents who had an interaction with the service connection team, over 75% agreed or strongly agreed that Urban Strategies had helped them figure out and get the services they needed. Almost 90% of residents who had interacted with Urban Strategies said that they would recommend them to a neighbor. (Similar data are not available for Hunters View). While most residents had positive experiences interacting with the service connection team, some also expressed concerns and provided recommendations to improve the delivery of services on site. Residents at both Hunters View and Alice Griffith expressed that they lacked information about the rebuilding and relocation processes, communication about which is a responsibility of both developers and service connectors.

Residents are connecting to needed services, but the level of follow up and support needed from the service connection team is greater than initially expected. Service connectors provide residents with referrals to

> [Urban Strategies] could do more outreach by coming to people's houses. Some people don't understand their role in the redevelopment and revitalization.
>
> *Resident*

necessary services. As of 2012, 169 Hunters View residents and 399 Alice Griffith residents had received at least one referral—roughly one in two residents at both sites. Service connectors work with residents and providers to ensure that residents connect with the services to which they are referred. Connection rates are generally good at both Hunters View and Alice Griffith, showing that service connectors are succeeding in supporting residents to link with providers in the area who can help them reach their personal and family goals. Helping residents connect to services can require an intensive amount of follow up from service connectors. In some cases, service connectors need to provide more than five follow-up referrals to ensure a successful connection.

Recommendations

- **Invest in an enhanced, shareable case management data system.** Tracking-at-a-Glance (TAAG), the database currently in place to track service connection at Hunters View and Alice Griffith, appears to have some significant limitations as it is currently set up and used. While an enhanced case management system will not resolve many of these challenges, an appropriate system – one that is easy to use and facilitates access to meaningful information about progress – can make a significant difference. A high-functioning, consistently used data system is a critical source of information for service connectors to effectively serve HOPE SF residents.

- **Continue to support and strengthen cross-site learning communities among service connectors and providers.** Service connectors and providers currently convene as part of the Service Provider Network. This group has now resumed regular meetings, but there is a need to ensure that all members attend regularly and expand the network. Some of the current members have not resumed their participation and could be brought back to the table.

- **Incorporate an intensive case management component into the service connection model.** Resident needs are greater than anticipated. HOPE SF leaders are already taking steps to add this additional layer of case management support into the model. As this adjustment to the model is being pursued, HOPE SF leaders should think about identifying additional sources of funding that will make this layer sustainable. Funding intensive case management may be especially vulnerable to cuts because the return on investment takes more time and is more challenging to measure.

Introduction

This chapter focuses on one of the HOPE SF initiative's strategies to transform the lives of residents at several San Francisco public housing sites: service connection. Through service connection, HOPE SF aims to understand residents' needs and assets, and link residents to services – such as workforce, education, and health services – that support individual and community success.

HOPE SF has developed intensive human capital development strategies to ensure families, rather than buildings, are at the heart of the transformation of public housing sites. As depicted in the figure below, service connection is just one piece of the initiatives' broader human development strategy, which is the shared responsibility of the City, the development and property management teams, and the residents themselves. Service connection is a strategy to understand residents' needs and assets, and link residents to services that support individual and community success. In the HOPE SF service connection model, a service connection team (which includes high-level social work professionals and can include peer outreach workers) works on site to ensure that residents access and utilize the various social services and benefits available to them. The service connection team is supported by a dedicated network of city and community-based social service providers committed to working actively to meet resident needs.

Primary interface with developers and takes care of all physical planning, approvals, and financing

Primary interface with city departments, CBOs and residents. Takes care of services and stakeholder engagement

Physical Development

Human Development

Planning/ approvals

Unit mix

Services

Community Building

Funding

Community spaces

Capacity Building

Relocation

Communications

Residents   CBOs   Developers   City Staff   Politicians

Coordinates strategy for communications with all key constituents based on critical physical *and* human development milestones

As noted in the Theory of Change, HOPE SF believes that service connection (in conjunction with other human capital development strategies) "will help lift current families out of poverty and create the conditions for the next generation to escape the cycle of poverty and achieve their greatest potential" and "will create a community where people of higher income levels will want to live." In short, effective service connection is critical if HOPE SF is to succeed.

The purpose of this chapter is to understand service connection as it relates to HOPE SF. As such, this chapter strives to answer the following questions:

- What is service connection?
- How is the service connection model implemented at each site?
- Who are the principal actors involved in defining goals, setting process, and delivering service connection services?
- How effective is the current service connection model?
- How can service connection be improved in the future?

Finally, this chapter contains recommendations for how to improve service connection for HOPE SF residents.

Service Connection Model

Overview

Recent revitalization research has demonstrated that physical transformation alone is insufficient to change neighborhoods or family and child outcomes (see Appendix F for a review of key literature and research). In accordance with this research, HOPE SF has developed intensive human capital development strategies to ensure families, rather than buildings, are at the heart of the transformation of these neighborhoods. One of these strategies, service connection aims to understand residents' needs and assets, and link residents to services that support individual and community success. The City, the development and property management teams, other community and private partners, and the residents themselves share a responsibility in the success of this strategy.

At the core of this strategy is a service connection team of high-level social work professionals and peer outreach workers who work on site to ensure that residents access and utilize the various social services and benefits available to them through a rich network of city and community-based social service providers.

Residents

Residents

Though this chapter primarily focuses on the service connection, it is important to note that human development strategies often intermingle and are expected to evolve during the various phases of the redevelopment process (see Exhibit 17). Moreover, the focus of resident services, the role of the various public and private partners in planning, implementing, and funding those services is also expected to look different at different phases of the initiative.

Exhibit 17. Human Development Emphasis at Various Phases in the Redevelopment Process

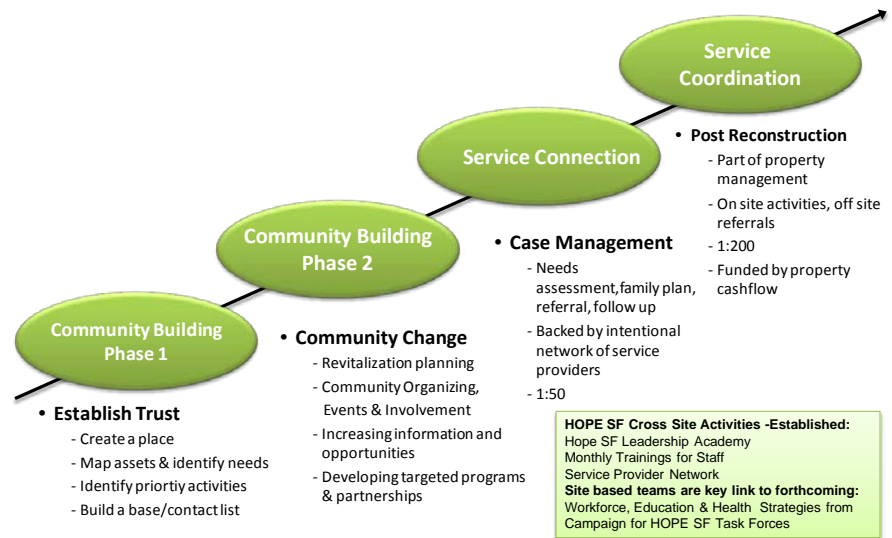| Phase	Human Development Emphasis
Lead-up to physical relocation and demolition	*Services* focus on stabilizing families and moving them out of crisis. Mix of on- and off-site services. *Relocation* focus is on assessing and developing plan to meet household needs. *Community building* focuses on keeping residents informed about development process and engaged in decision making. *Capacity building* focuses on cultivating resident leadership.
During demolition and construction	*Services* focus on maintaining and solidifying stability of public housing residents through ongoing linkages to off-site services; services that will be in the new community begin to come online. *Relocation* focus is on physical relocation of families to temporary units. *Community building* focuses on keeping residents engaged, establishing connections between residents and the surrounding neighborhood and preparing residents for life in a transformed environment. *Capacity building* focuses on cultivating resident leadership and readiness for new environment.
Preoccupancy and beyond	*Services* focus on maintaining stability of public housing residents through ongoing linkages to off-site supportive services and on full roll-out of onsite family-focused services and amenities that serve all residents regardless of income. *Relocation* focus on moving families back into new units. *Community building* focus as new residents move into mixed income units alongside reoccupied public housing units residents is fostering ties and cohesion among old and new residents. *Capacity building* focuses on creating mechanisms for resident input into governance of new development.

The Service Connection Plan

In 2009, an interagency city services team convened to develop a service plan for HOPE SF. The planning team engaged in numerous community engagement processes to take into consideration residents' needs and preferences. Details about the 2009 service connection plan are provided below to provide the reader with a general sense of how service connection was envisioned to work on the ground. It is important to note, however, that HOPE SF leaders continue to make adjustments to the plan in response to lessons learned and feedback from residents. In addition, the 2009 service plan was at the time based on planning to date for the Hunters View community. From the start, HOPE SF leaders anticipated that service connection would look different at other HOPE SF communities given each community's unique context and differences in resident needs and preferences. The nuances of how service connection has unfolded at each site are further discussed in the next section of this chapter.

Exhibit 18, prepared by the Mayor's Office of Housing and Community Development, provides an overview of how service connection fits together and builds upon other human capital development strategies through the housing redevelopment process.[25] Together, these strategies aim to support four overarching service goals:

Exhibit 18. On-Site Resident Development Strategies

Service Coordination

• **Post Reconstruction**
- Part of property management
- On site activities, off site referrals
- 1:200
- Funded by property cashflow

Service Connection

• **Case Management**
- Needs assessment, family plan, referral, follow up
- Backed by intentional network of service providers
- 1:50

Community Building Phase 2

• **Community Change**
- Revitalization planning
- Community Organizing, Events & Involvement
- Increasing information and opportunities
- Developing targeted programs & partnerships

Community Building Phase 1

• **Establish Trust**
- Create a place
- Map assets & identify needs
- Identify priortiy activities
- Build a base/contact list

HOPE SF Cross Site Activities -Established:
Hope SF Leadership Academy
Monthly Trainings for Staff
Service Provider Network
Site based teams are key link to forthcoming:
Workforce, Education & Health Strategies from Campaign for HOPE SF Task Forces

1. All HOPE SF residents are connected to the services identified as being needed;
2. All HOPE SF residents who are interested in employment are engaged in career preparation and/or job placement activities;
3. Children and youth at HOPE SF sites are succeeding in and out of school; and
4. Some HOPE SF residents are able to take advantage of homeownership opportunities in the new development.

During the early phases of redevelopment, there is an emphasis on community building to establish resident trust and prepare the community for change (to learn more about the community building strategy, please refer to the following page and the HOPE SF Baseline Report, available for download at http://bit.ly/BaselineReport.) The work of community building staff on-site lays the foundation for the service connection work that follows.

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[25] The four major elements of HOPE SF's human development strategy are supportive services, resident engagement/community building, resident capacity building, and relocation.

About Community Building

At each HOPE SF site, developers hire community builders who engage the residents in planning for community revitalization. Community builders are responsible for: forging relationships with and facilitating a sense of community among residents; facilitating ongoing community building activities (e.g. a community garden, community social activities); coordinating closely with the service connectors; and acting as liaisons between the property management company and the residents. Community builders focus on developing a sense of community among the residents by engaging them on issues of shared interest and importance (e.g., public safety and neighborhood schools). While the community building framework can be replicated at each site, the expectation is for community builders to develop a suite of activities that are responsive to the neighborhood context of each site. Therefore, the activities are not always consistent across the sites but many share common principles that work toward advancing community building. These activities are intended to forge relationships and strengthen social networks, but are often blended with activities that are oriented toward providing services to the community (e.g. financial literacy workshops). Ultimately, community building presents a unique opportunity for residents at each HOPE SF site to actively participate and contribute to the redevelopment of their public housing into vibrant, safe, and well-designed neighborhoods.

Developers are responsible for hiring and placing community builders who can launch into the multiple phases of the community building strategy (for the list of developers at each site see table below).
The community building approach can be broken down into two distinct phases of work: [a]

1. **Phase One – Establish Trust**: Create a service space, map assets and identify resident needs, identify priority activities, and build a community base and contact list.
2. **Phase Two – Build Networks and Collaborations**: Engage in revitalization planning, implement community organizing events and activities, increase information sharing, and develop targeted programs and partnerships with community providers.

Phases One and Two of community building compose the first portion of the on-site resident development strategy. Once a site has gone through these two phases, it is generally ready to progress to the service connection and coordination strategies.

HOPE SF Community Builders

Site	Developer Providing the Community Builder Staff
Hunters View	The John Stewart Company/Devine & Gong, Inc.
Alice Griffith	McCormack Baron Salazar
Potrero	BRIDGE Housing
Sunnydale	Mercy Housing California/The Related Companies of California[b]

The four sites are at different phases with respect to community building. The Hunters View and Alice Griffith sites have progressed to the service connection stage of the revitalization process, but service connectors also continue to build on and engage the residents in regular community building activities that were established through the community building phase. At Potrero, a community builder has been working intensively with the residents since 2008. At Sunnydale, the developer decided in the second half of 2011 to bring on service connectors, but to have them do community building work as well.[c]

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[a] "Resident Services Update & Funding Request," HOPE SF Steering Committee (January 2012).

[b] In FY 2011-12 a partnership between Mercy Housing and Bayview YMCA was established for community building services.

[c] Mercy Housing developed a partnership with Bayview YMCA to support community building and service connection efforts at Sunnydale. This was a strategic decision to establish a community-based organization that could serve the community in the long-term and over the course of the redevelopment phases.

As previously mentioned, there is no clean break between resident strategies and they often intermingle during the various phases of the redevelopment process. For example, establishing trust and preparing the community for change is also a primary responsibility of the service connection team, in addition to their case management and redevelopment responsibilities. (The roles and responsibilities of service connectors are further detailed in the next section.) Service connection thus begins after the community building stage has begun (and in advance of active reconstruction).

The service connection team seeks to reach every HOPE SF household with voluntary, strengths-based, holistic family support services. Service connection teams are staffed at approximately a ratio of one staff person to every 50 residents over the anticipated five-year reconstruction period. Following reconstruction, service connection will transition to service coordination, at a ratio of one staff person for every 200 residents of the mixed-income rebuilt community.

A Two-Generation Strategy

HOPE SF seeks to improve outcomes for children and families through a two-generation strategy for reducing poverty. Service connectors on-site implement a model that combines universal and targeted approaches to engage children and youth in positive academic and developmental activities while, at the same time, engaging their parents/caregivers into activities that will contribute to their own advancement. A sample of the children, youth, and adult strategies implemented by service connectors are described below:

Residents

- **Children and Youth Strategies**
  o Helping children enroll in after-school programs on school campuses and in the community;
  o Engaging children in positive summer experiences, including camps, classes and employment programs on-site and off-site; and
  o Ensuring fall enrollment among children in early childhood education programs, such as Head Start and other participating providers in San Francisco's Preschool for All program, and in SFUSD schools
- **Adult Strategies**
  o Offering on-site services such as jobs club, substance abuse group, and group activities to create a culture of work.
  o Providing one-on-one employment needs assessments and helping residents develop individual plans to address barriers, build skills, and compete for and retain jobs in viable sectors; and
  o Helping residents navigate rules and requirement both for their housing and programs they seek to enroll in

Service Connection at HOPE SF Sites

Implementation Context

Before detailing the implementation of service connection on site, it is important to understand the client base as well as the complex and dynamic landscape within which connectors and providers are operating. Residents face many barriers and challenges to their success; at the same time, they have impressive resilience and hope for the future.

Resident and Community Barriers and Challenges

Exhibit 19 below provides an overview of some of the barriers that make access and delivery of services challenging. In particular, these barriers highlight the extent to which resident needs are greater and more complicated than initially expected by the HOPE SF initiative partners.

> Gang violence, residents' mistrust over service providers, [an] institutionalized community, non-structural planning, and lack of community unity [are challenges to service connection]
>
> Mental health and wellness services are a priority. People need to be healthy both mentally and physically to participate in programs.
>
> Toxic stress and complex trauma of residents makes it difficult for them to participate [in programs] regularly.
>
> *CBO Staff*

Exhibit 19. Resident and Community Barriers and Challenges

Barrier/Challenge	Impact on Service Connection
Lack of Trust	In many HOPE SF communities, residents do not trust city entities or outsiders to the community. Some residents feel that the city and outsiders often break their promises to the community or even intentionally lie to, take advantage of, and neglect the needs of the community. Because residents may not trust or believe in the promises of the HOPE SF initiative, many may be less willing to engage in the services being offered to them by service connectors.
Culture, Race, and Ethnicity	Although an asset of the community, the cultural, race, and ethnic diversity on site can also be a challenge. Residents can have difficulties interacting across identity lines. Some residents, for example, only want to interact with or trust service connection staff that appear to share their identity. Tensions across identity lines can also make it difficult for service connectors to bring together the community during activities and events. There are many residents whose native language is not English. In particular, there are significant Samoan-, Spanish-, Mandarin-, and Cantonese-speaking residents that need translation services. For site staff, this means that residents with low English-language fluency are more difficult to assist.
Low Literacy	Low literacy makes simple tasks that are required for accessing services (such as reading flyers and filling out applications) daunting for some residents. For site staff, this means that a lot more hand-holding is required to facilitate access to services. Low computer literacy also poses a challenge, as online information and enrollment processes for services become more of the norm.

Barrier/Challenge	Impact on Service Connection
Health Issues	Many untreated health issues can make it difficult to access and seek out services, especially problems with mental health, trauma, and stress.

Disability and mobility issues can also impede the uptake of support services. Residents with these special needs may lack the appropriate transportation services to access services. The steep hillsides and non-ADA compliant housing found on some sites can further limit the accessibility of services. |
Transportation/ Isolation	The physical isolation of the developments, particularly those in the southeast sector of San Francisco, makes it difficult for residents to reach the service and employment opportunities clustered in more central or downtown areas. Public transit options from the southeast developments are limited and, where they exist, require long travel times.
Safety	Safety concerns linked to the high rates of crime in and around the developments prevent residents from benefitting from support services. Individuals fear leaving their homes or housing developments, even to receive services that are located close to their homes. Gang violence, robbery, and assault are common preoccupations among residents. Under these conditions, service providers are wary of sending staff on-site to conduct outreach or deliver services.
Basic Documentation Needed for Services	Some residents lack basic documentation needed to apply for services or jobs (e.g., driver's license). Service connectors spend a significant amount of time helping residents get this documentation before they can refer them to services or benefits.

Data Sources: Key informant interviews, resident household survey and focus groups, CBO survey, and *Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond*, Emily Gerth, 2012

Resident and Community Resilience and HOPE

Despite many barriers and challenges, residents in the community are resilient and hopeful for the future. There are many stories of residents effectively utilizing available resources and social networks to respond to, withstand, and recover from adverse situations. Residents are also hopeful that the redevelopment will mean a better, safer community and bring more opportunities for employment and improved housing, including homeownership opportunities for some. Moreover, at Hunters View and Alice Griffith, residents in general have deep ties to the community. At these sites, a large proportion have lived in the community for many years and have extended family that also live in the community (according to results from the household survey, to learn more please see Appendix D.). A large proportion of Hunters View and Alice Griffith residents also indicated that they would miss the community if they were to move, indicating their attachment to the community.

> I hope we all can come together. We used to pay attention to the kids and where you lived and how you lived. It was a more caring place. We had a role in the community at one time and I want that.
>
> They are going to move us but some will be buying to own and I want that […] they need to tell me what I can do to meet the standards to own my own home. I'll take a class, or whatever. We're not perfect but I want my foot in the door. I hope we can come together and voice our opinions as one!
>
> *Residents*

Implementation at Each HOPE SF Site

While the service connection model is designed to be replicated at each site with some consistency, flexibility is built-in to account for variations in needs, team capacity, and resources. The next sections discuss how the model is unfolding at each site. The first section focuses on the work of the service connection team, followed by a discussion of two cross-site strategies developed to engage service providers more broadly – the Service Provider Network and the City Service Team.

Service Connection Teams

In the HOPE SF service connection model, two service connectors work on-site at the public housing developments. They are experienced social work professionals who ensure that residents access and utilize the rich network of services that the City funds. (Some of the types of programs and services available to residents are detailed in Appendix G.) Service connectors are employed by the developer and funded by the City.

Exhibit 20. Service Connection Team

Site	Organizations On-Site
Hunters View	Bayview Hunters Point YMCA
Alice Griffith	Urban Strategies
Potrero	*Community building team on site, service connection scheduled to begin the summer 2013*
Sunnydale	Bayview YMCA-Family Resource Center

Service connectors are charged with the following:

- Building and retaining an ongoing trusting relationship with each household
- Conducting an in-depth household service and benefits needs assessment and continually collecting and tracking information on referrals, progress, and outcomes based on the identified needs
- Assisting households with creating goals and personalized services plans
- Matching resident needs to opportunities by making enhanced referrals to services inside and outside a network of social service providers convened by the Mayor's Office of Housing and Community Development
- Providing and brokering additional supports to encourage residents to engage with services, including enrollment and transportation support
- Ensuring that residents know about the redevelopment process
- Facilitating the relocation process
- Delivering and coordinating the delivery of services on-site at community centers and other community spaces (such as the local school)
- Partnering with the San Francisco Housing Authority, the tenants association, and a host of other community partners to implement resident engagement, community building, and service connection strategies

Currently, service connection teams are on-site at Hunters View, Alice Griffith, and Sunnydale; and scheduled to begin at Potrero soon (see Exhibit 20).[26] Hunters View is the first site to undergo redevelopment and Alice Griffith is scheduled to be next. The construction schedule at Sunnydale

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[26] Although a service connection team is on-site at Sunnydale, a decision has not been made about this site being the next in line for redevelopment. Moreover, although Potrero does not have a service connection team in place, this does not mean that the site is not eligible to undergo redevelopment.

and Potrero remains unknown but both sites have received a $300,000 Choice Neighborhood Initiative planning grant in October 2012.[27]

Hunters View

HOPE SF launched the service connection pilot at Hunters View, the first site to undergo development, in early 2009 under the auspices of Parent University of Edgewood Center for Children and Families, – a local community-based organization. During the first 15 months of the pilot, there were several implementation challenges, but the model showed promise overall.[28] Parent University's service connection team, composed largely of children and family specialists, was not well equipped to respond to the strong interest and vocational needs of Hunters View residents.[29] In response to these challenges, HOPE SF engaged Urban Strategies, Inc. – a St. Louis-based non-profit organization, with a national track record in public housing resident engagement – as the new on-site service connector in July 2010. In addition, to improve resident workforce outcomes, HOPE SF introduced a dedicated Jobs Service Connector position in addition to the Family and Children Service Connector position for a total of three service connector positions. (Employment continues to be an ongoing challenge across all HOPE SF communities and is the subject of the next chapter of this report). Even before Urban Strategies set foot on the ground, residents expressed distrust of an organization from outside the community.[30] Residents' lack of trust continued into implementation and was exacerbated by poor communication between residents and the developer and service connection teams. Poor relations with the tenants association further complicated matters. In response to these issues, Urban Strategies partnered with the Bayview Hunters Point YMCA – a community-based organization – in July 2012 to support family and children on-site, and help improve relations with residents. Bayview YMCA's has a long history in the Bayview neighborhood and a good track providing services to the community. Urban Strategies has continued to provide workforce development support on-site but will transition out of the community in July 2013. It has taken time to find the right service connection entity for the community but HOPE SF leaders are confident that Bayview YMCA is a good fit for the community.

Alice Griffith

At Alice Griffith, Urban Strategies launched the service connection phase in April 2011 with the household needs assessment. On August 31, 2011 the Department of Housing and Urban Development (HUD) awarded the city of San Francisco with a Choice Neighborhood Implementation (CNI) grant for the Alice Griffith development. (Details about implementation at Alice Griffith are largely from Urban Strategies' 2012 annual report for the CNI grant and results of the 2013 CNI initiative interim evaluation report).

In addition to the employment-focused and family-focused service connectors, the on-site team at Alice Griffith also includes two resident outreach workers. As mentioned above, Urban Strategies provided service connection at Hunters View. While conditions were different at Hunters View, staff have been able to learn lessons at Hunters View and apply them to Alice Griffith. In particular, service connectors must act as a very consistent presence, and be extremely patient when building trust. A lot of door-knocking is required, rather than waiting for residents to come to the

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[27] The goal of the Choice Neighborhoods Initiative (CNI) is to redevelop distressed assisted housing projects and transform the neighborhoods surrounding them into mixed-income, high-opportunity places. Choice Neighborhood Demonstration Studies, Interim Report, February 2013.

[28] San Francisco Redevelopment Agency, Memorandum to Agency Commissioners (August 3, 2010).

[29] Ibid.

[30] Hunters View Community Meeting Notes, May 20, 2010.

Opportunity Center. It has taken less time for Urban Strategies to build trust with residents at Alice Griffith than it did at Hunters View, and there has been far less turnover among on-site staff.

Urban Strategies has experienced both successes and challenges in the area of resident engagement. The Alice Griffith Tenants Association (AGTA) is active, and meets twice a month. AGTA members traveled to Harmony Oaks, a HOPE VI development in New Orleans, to meet residents and learn about their experiences with neighborhood transformation. Urban Strategies also has offered financial incentives for residents to host "living room meetings." At these meetings, of which two had taken place as of September 2012, residents invite at least four neighbors to their homes to discuss Choice, HOPE SF, and other housing issues. An Urban Strategies staff member attends these meetings. These get-togethers encourage connection among residents and connections between residents and service connector staff.

According to Urban Strategies staff, meeting resident participation goals for community building and service connection is challenging. The Alice Griffith Family Rewards Program was launched in August 2012 with seed funding from the Campaign for HOPE SF to address these challenges. The Alice Griffith Family Rewards Program is the local adaptation of an Urban Strategies initiative in Memphis, which rewards low-income families with cash payments for good attendance, good grades, steady employment, and preventative care visits to the doctor and dentist. The goal is to increase self-sufficiency, create healthy habits and promote social ties among neighbors. Urban Strategies has committed $10,000 in CNI funding to supplement $40,000 in funding from the HOPE SF Campaign, to support families with barrier removal, education, employment, health, and public safety.

As part of this CNI grant, Urban Strategies has articulated health, education, employment, safety, and mobility goals to be achieved by 2016. (To learn more about CNI goals and progress for Alice Griffith please refer to a summary of results from Urban Strategies' 2012 CNI report in Appendix H).

Sunnydale

Since 2012, Bayview Hunters Point YMCA has also been providing service connection support at Sunnydale. There are currently two Bayview YMCA service connectors working at Sunnydale. For 2013-14 the service connection activities are contractual part of the APA Family Support Services (the Vis Valley Family Resource Center lead agency) so that the Bayview YMCA service connectors are folded into the overall Family Resource Center (FRC) collaborative. The FRC collaborative also includes the Visitacion Valley One Stop Career Link Center, which is providing workforce development services. Although no formal household needs assessments have been conducted to date, the service connectors do intake and assessments and set up case plans with families.[31]

Potrero

Service connection has not formally begun at Potrero, but BRIDGE Housing is currently engaged in community building activities. As mentioned above, service connection activities are expected to begin the summer of 2013.

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[31] Mercy Housing currently engages in community building at Sunnydale.

As service connection has unfolded at the sites, a key learning has been the need to engage residents a few years in advance of reconstruction. In the initial service connection plan, HOPE SF leaders anticipated engaging a service connection team 6 months to 1 year before demolition; however, from the experience at Hunters View and Alice Griffith, leaders have learned that service connection needs to begin at a minimum two years before reconstruction. One year is not

<table>
<tr><td colspan="1" style="text-align:center;">What We're Learning</td></tr>
<tr><td>
■ Residents' trust and buy-in is crucial to the successful implementation of service connection.
■ Service connection needs to start at least two years in advance of reconstruction. For sites with more resident barriers earlier is better.
■ A dedicated workforce services staff is key – in addition to family, children, and youth staff – to meet resident needs
</td></tr>
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enough to build trust and to address needs that allow residents to work on self-sufficiency. Moreover, during the relocation process, resident experience a significant life transition so it is important that resident are prepared for this change so the community does not revert back to old habits.

Residents' Engagement with Services Connection Teams

The following sections primarily focus on Hunters View and Alice Griffith since both sites have household survey data available. Potrero and Sunnydale residents have not yet been surveyed by the evaluation team.

Awareness and Utilization of Service Connectors

At Alice Griffith, residents are aware of and find the service connection team to be helpful. About 75% of residents knew about Urban Strategies, and almost 60% of residents had had an interaction with the service connection team at the time of the household survey (approximately 18 months since Urban Strategies had started working on-site). Among residents who had an interaction with the service connection team, over 75% agreed or strongly agreed that Urban Strategies had helped them figure out and get the services they needed and almost 90% of residents said that they would recommend Urban Strategies to a neighbor (see Exhibit 21). (Please note that similar survey information is not available for

Exhibit 21. Residents' Interaction with Service Connectors
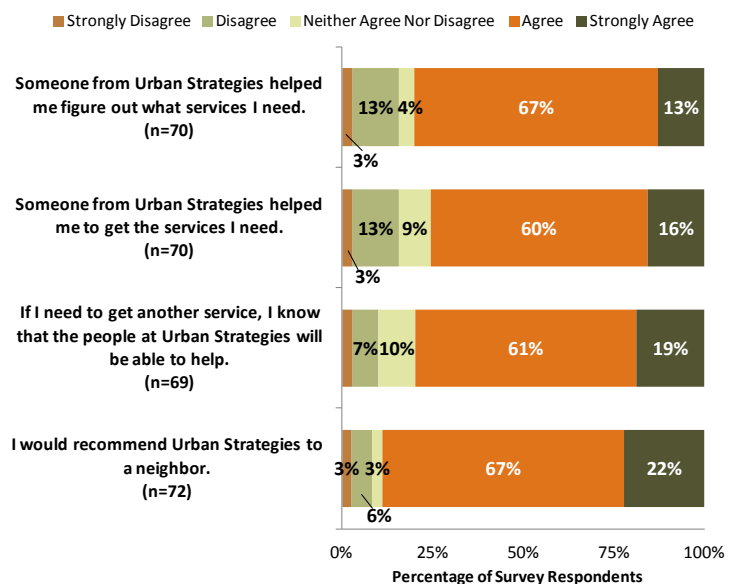
Source: Household Survey

Hunters View at this time, during the survey's implementation the service connector requested that the evaluation exclude questions about them given their recent transition to the role.)

With regards to types of services, Alice Griffith residents felt that Urban Strategies does a good job with services for children and youth. Parents shared that the afterschool and summer programming

for children and youth were generally good; though some parents expressed that most of programming is geared towards youth in middle school grades and expressed a need for more programming for younger children and older youth. Residents had mixed views on Urban Strategies' work with adults. Some residents felt that there is less help for adults, but others praised their support with jobs, help paying rent, support when interfacing with the Housing Authority, and general information about what is going on in the community and broader neighborhood.[32] Some residents also recognized that they have not been proactive in accessing all of the services available to them through Urban Strategies. Those that have, appreciate when services are delivered on-site. Though residents value services on site, a community-based service provider expressed that residents should be encouraged to connect "to services outside of the immediate area so [they] feel as part of the entire neighborhood."

> I think they are doing a lot of progress with youth [through] summer jobs and youth programs. They have the youth doing something for the summer.
>
> They are doing a good job as far as the kids. There is the after school program of tutoring and computer classes.
>
> They are helping the kids, but as far as adults they aren't.
>
> They go around and letting residents know about jobs and what they need to do to get jobs.
>
> They keep me informed about everything that is happening in the neighborhood.
>
> I think they put together good programs for youth. I know they do a lot of more too, but I haven't gone.
>
> They were able to get me some services that Housing couldn't get done before. They can work with Housing at a higher level.
>
> *Residents*

While most Alice Griffith residents had positive experiences interacting with the service connection team, some expressed a concern that staff, who are also residents, gave preferential treatment to friends and family.

> They actually have resident workers here. They can see the needs and don't have to figure out the needs. Some of the residents trust the workers.
>
> *Residents*

Whether this is true or not, the service connection team should employ strategies to minimize this perception, for example by making decision making processes more clear and transparent to the community. For example, if there is a limited resource available to the community, the service connection team should strive to communicate to the community, as clearly as possible how the resource will be allocated (i.e. random selection, priority criteria, eligibility requirements, etc.). Communication about decision-making and input processes to residents has been an ongoing challenge for HOPE SF, and is discussed in more detail in the next section. Resident outreach workers are an asset to the service connection team. As community insiders, resident outreach workers help build trust with the community, have firsthand knowledge and experience with some of the challenges that residents face, and provide employment opportunities for residents on-site.

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[32] To learn more about the workforce support for residents please refer to the Getting to Work: Building a Workforce Development System that Better Supports HOPE SF Residents, accessible here: http://bit.ly/HOPESF2013Report
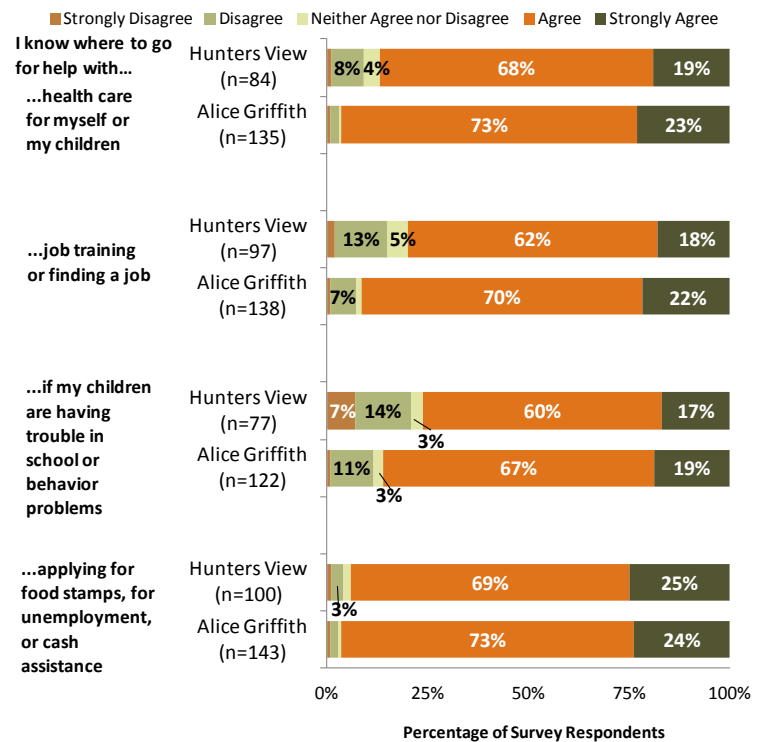
Residents' Knowledge of Services

One of the service connectors' roles is to keep residents informed about services and benefits. Though service connectors are not the only source of information available to residents, results from the household survey suggest that residents are generally well informed. Overall, Hunters View and Alice Griffith residents indicated that they know where to go to get help with accessing services and benefits for themselves and their children (see Exhibit 22). For the most part, the differences in resident knowledge at each site were not statistically significant. Alice Griffith residents, however, indicated that they are more knowledgeable about where to go if they need help from local agencies in getting job training or finding a job.[33] Though residents are knowledgeable of resources, this does not mean that residents are accessing them or that residents are satisfied with the quality of services (the resident household survey does not include any questions about these topics).

Exhibit 22. Residents' Knowledge of Services[a,b]

Data Source: Household Survey
[a] Value labels for categories that are less than 2% are not depicted in the chart.
[b] Values may not add up to 100% due to rounding.

Outreach Efforts and Communication

Overall, Alice Griffith residents expressed an appreciation for Urban Strategies' outreach efforts and think that staff communicates very well with the community. Residents appreciate the monthly resident meetings, door-to-door outreach, and the flyers with information about support services that staff make available. Although many residents expressed satisfaction with Urban Strategies staff. some residents felt that their services were not as helpful or that there was insufficient follow up. To improve outreach efforts, residents suggest that Urban Strategies

> They are doing a good job with scheduling meetings to share information about the redevelopment.
>
> They come to our houses so I don't have to pack things up and get kids ready to go to the opportunity center.
>
> I'm sure they help some people but they haven't improved my life. I tried to work with them but they haven't come through for me.
>
> They came by one time but I didn't see them again and they didn't do anything.
>
> [Urban Strategies] could do more outreach by coming to people's houses.
>
> *Residents*

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[33] To learn more the comparative analysis of the household survey, see Appendix D in the full 2013 report http://bit.ly/HOPESF2013Report.)

consider creative ways to reach residents beyond flyers, such as "living room" talks (which provide a small incentive to residents that gather their neighbors in their living room to talk about safety issues) and other strategies that involve residents in outreach efforts.[34] Residents also felt that outreach efforts to the elderly and disabled could improve.

As mentioned above, communication with residents has been an ongoing challenge for HOPE SF, especially regarding the redevelopment and revitalization process, which is a responsibility of both developers and service connectors. Residents at both Hunters View and Alice Griffith shared that they lacked information about the rebuilding and relocation process, and generally had many questions about what the change would mean to them. At Hunters View, this miscommunication has especially caused tension among residents, developers, and the service connection team. (It is important to note that the service connection team at Hunters View has undergone several transitions, and the current Bayview YMCA staff were not on-site when the Hunters View household survey was completed in 2011.)

> When is it going to happen?
>
> How long will it take to rebuild?
>
> Where are we going to go?
>
> Is everyone going to come back?
>
> What are they going to look like?
>
> Who would I live next to?
>
> Some people don't understand their role in the redevelopment and revitalization.
>
> *Residents*

Keeping the community informed about the redevelopment process is important as many residents are skeptical, afraid, or feel unprepared for the transition. Many residents are skeptical that change will happen. Residents have been hearing about the redevelopment process for a long time but feel that nothing ever happens. At Alice Griffith, although some residents had heard of the construction work underway at Hunters View, many seemed skeptical that the rebuilding process would actually take place in their community. Other residents were concerned that even if the rebuilding process takes place, the people in the community would not change. Some residents also fear that they may not be able to come back to the community because they may not fit the vision of the community.

> I'm concerned that it is not going to happen. I have heard about redevelopment before but it never happens.
>
> I'm concerned that they are never going to start. We deserve better housing now, and they keep posting the plans.
>
> I'm concerned that the buildings will change but the people will not change. The people need to change.
>
> [I'm concerned that] A lot of us will not come back!
>
> I'm worried that I'll be moved out of my home and not be able to come back.
>
> I'm worried that they'll try to push us out of here because we don't fit into their vision.
>
> *Residents*

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[34] Urban Strategies does not currently host living rooms talks due to funding limitations.

At the same time, some of these same residents expressed a hope that trouble making residents, would not be invited back to the community. Lastly, some residents feel unprepared for the transition to a new community and lifestyle. Senior residents will especially require more hand holding to make the transition.

Case Management Data System: Tracking-at-a-Glance (TAAG)

In 2010, the HOPE SF initiative adopted Tracking-at-a-Glance (TAAG) as the case management system for service connection. [35] TAAG is an established, web-based, case management system geared toward economic self sufficiency outcomes for public

<table>
<tr><td>**What We're Learning**</td></tr>
<tr><td>▪ Consistent, up-to-date, and reliable case management data is key to measuring progress, outcomes, and impact</td></tr>
</table>

housing and other low income households. The system supports service connectors to conduct needs assessments, develop services plans, make and track referrals, measure client progress, and generate reports. (To learn more about the information tracked in TAAG see Appendix J.) Information from the TAAG system is intended to help service connectors and other stakeholders' measure progress of residents toward meeting their goals.

To date, only Hunters View and Alice Griffith have deployed TAAG, with implementation starting in 2010 and 2011 respectively. During this time, there have been several implementation challenges related to staff turnover, data collection, and system step up that have made it difficult to use TAAG data effectively. To address some of these challenges, the HOPE SF Director of Services is shifting oversight of the TAAG system from the service section provider to the city. External and regular oversight of the system should help with quality control moving forward but a full review of the current TAAG process and systems in place is still needed to ensure that quality data is available for this evaluation.

Staff Turnover

As previously mentioned, staff turnover at Hunters View has limited the extent to which service connectors have been able to build knowledge of and expertise with this system. In the last three years of TAAG's implementation, the lead organization providing service connection services has changed three times. High staff turnover has potentially been one contributing factor to the data collection challenges identified below.

Data Collection Challenges

Staff receive training on how to navigate and enter data in TAAG. Despite this training, the evaluation team found inconsistent practices in how staff enter data. Some basic information for residents is missing from resident records. For example, many residents have a missing address or their current address appears to be out of date. Having up to date address information about residents is important for research purposes as it facilitates better matching with other data sets and long-term tracking of resident trajectories. Required information also appears to be incomplete. The risk assessment, for example, is a required part of the needs assessments (both are key assessments for case management work); however, the evaluation team found that this was not

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[35] TAAG is utilized in 31 other states by government and social service agencies. Specifically, Housing Authorities have used TAAG to track residents participating in programs such as the HOPE VI and the more recent Choice Neighborhoods Initiative programs.

the case for many residents in the TAAG system. Data about children and youth is also not entered in a consistent manner. For example, some staff create unique records for children and youth while others enter child and youth information under the head of household's record. Quality data about children and youth will be key to demonstrating HOPE SF's impact on multi-generational cycles of poverty.

The current set up of the TAAG system for HOPE SF sites has also been a challenge for data collection. Inconsistencies in the TAAG need assessments questions at each site have also posed challenges to tracking and comparing progress across sites. In addition to having slightly different wording for similar questions, there are several instances where the survey at one site asked residents a two-pronged question, while the other survey asked residents a close-ended question. For example, the Hunters View assessment asks residents, "Would you like to enroll in a GED class?" In contrast, the Alice Griffith assessment asks residents, "Would you like to enroll in a GED program? Or would anyone in your household benefit by enrolling in a GED program?" If the resident answers yes, then there's a follow-up prompt: "If Yes, Make Note Below: Who: I Can Benefit or Other Household Member Can Benefit." From an evaluation perspective, double-barreled questions (questions that have more than one question embedded within it), such as the latter, are confusing to the respondent because she may answer one but not both. It is better to only ask single questions. Single questions also make the data management and analysis process easier. In addition, responses to questions are currently set up in a way that makes it difficult to indicate whether information is missing or is not applicable. Knowing this difference is not only important for proper management of resident information and tracking progress.

Needs Assessments

The following section focuses on Hunters View and Alice Griffith, the sites where needs assessments have been conducted. Service connectors conduct an in-depth household needs assessment to identify household and individual assets and needs. With this information, service connectors help households create goals and personalized services plans, matching resident needs to services and benefits available through community-based organizations and city agencies. Though the needs assessments tool will be used across all sites, the existing tools are not currently standard as discussed above. The HOPE SF Director of Services is aware of these inconsistencies and is taking steps to address this and other issues.

The number of Hunters View and Alice Griffith residents who have completed a needs assessment continues to grow. At Hunters View, service connectors have assessed the needs of 182 residents, about one in two residents, and an increase of 27 from the previous year (see Exhibit 23)[36]. At Alice Griffith, service connectors have assessed the needs of 172 residents, about one in four residents, and an increase of 87 from the previous year.[37]

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[36] The proportion of residents assessed is based on a proxy of the number of residents on lease. The total number of residents on lease and off lease at each site is unknown. In addition, since the current number of residents on lease is not available, this count reflects the population in 2010-11. Based on the HOPE SF Baseline Report, the size of the on-lease population is estimated to be about 700 at Alice Griffith and 300 at Hunters View. The total number of on-lease residents and households at each housing site during the 2011-12 fiscal year is currently unavailable.

[37] Ibid.

Exhibit 23. Residents with Completed Needs Assessments [a]

Key Indicator	Hunters View		Alice Griffith		Potrero		Sunnydale	
	2010-2011	2011-2012	2010-2011	2011-2012	2010-2011	2011-2012	2010-2011	2011-2012
# of Residents Completing a Needs Assessment	155	182	86	173	N/A	N/A	N/A	N/A

Data Source: TAAG

[a] All data presented reflect needs assessments completed for both on- *and* off-lease residents, and from August to August of each year. HOPE SF seeks to keep resident communities intact by encouraging households to put the off-lease population on the lease. Service connectors help to reintegrate these individuals by including them in needs assessments and referrals.

The greater number of assessments completed by Alice Griffith service connectors from the 2010-11 to the 2011-12 period is a reflection of the different stages of revitalization at each site and the size of each community. Hunters View is further along in the revitalization process. As such, service connectors were conducting needs assessments while also getting residents ready for relocation from their current homes to the new homes – a significant even in residents' lives. (As of January 2013, 25 San Francisco families, 14 former Hunters View public housing families and 11 new families, have moved into the new development.) In contrast, Alice Griffith service connectors began ramping up their needs assessment work with residents in April 2011 and have not begun to conduct relocation activities. (Alice Griffith is more than 7 months from breaking ground, so relocation activities are not on the horizon). It is also important to remember that Alice Griffith is almost twice the size of Hunters View, with 697 residents on lease, compared to 329, respectively.[38]

The relatively low number of new needs assessments completed last year (27) at Hunters View could also represent a plateau in the completion of needs assessments on-site. In theory, the number of needs assessments completed each year would start to taper off as service connectors get closer to assessing the majority of residents on-site. In addition, the plateau may reflect a common issue in doing this type of work: all relatively easier-to-reach residents have received needs assessments, and the remaining residents who have not received needs assessments comprise a more challenging/challenged – and thus harder-to-reach – population. It is important to note that assessing 100% of the population is not a service connection goal. A family strength based model allows the family to determine what and when to work on things. Engagement is very important so working on things without a formal assessment could be appropriate.

These numbers should in no way undervalue service connectors' contributions in these housing communities. Service connectors are a resource and provide support for *all* residents on-site, not just those who have completed a needs assessment. As will be discussed in next section, referrals to services are just one way that service connectors support all residents.

A particular area of focus for the service connection model is the set of households identified as being in crisis.[39] As part of the needs assessment, service connectors conduct a risk assessment to determine a resident's level risk and recommended level of contact with appropriate support

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[38] Based on 2010–11 data, see the HOPE SF Baseline Report. The total number of on-lease residents and households at each housing site during the 2011–12 fiscal year is currently unavailable.

[39] The HOPE SF Service Connection Plan defined households as "in crisis" if they are earning 50% of the federal poverty line and/or are involved in multiple public systems of care. This definition is based on the terminology used by the Communities of Opportunity Initiative.

services based on a measure of critical and secondary risks.[40] The risk assessment is distinct from the needs assessment in that the assessment focuses on immediate and intense threats to well-being. The table below details how risk is determined through this assessment.

Exhibit 24. Risk Classification

Classification	Criteria	Recommended Contact
High Risk	1 or more critical risks or 10 or more secondary risks	Weekly contact
Moderate Risk	5-9 secondary risks	Bi-weekly contact
Low Risk	1-4 secondary risks	Monthly contact
No Indicators	0 risks at this time	Quarterly contact

Data Source: TAAG

Critical risk factors include the following: immediate risk of eviction, no source of income, violence in household, mental health needs, substance abuse needs, chronic illness, and criminal activity. Secondary risks include various factors related to tenant history, employment and income, relocation, and others (for a full list of these risk factors, see Appendix K).

To date, only a small number of residents have been classified as "high risk:" 19 Hunters View residents and 11 Alice Griffith residents (see Exhibit 25). Among Hunters View residents with critical risks, the top risk type was "no source of income" (4 residents). Among Alice Griffith residents with critical risks, the top risk type was "immediate risk of eviction" (3 residents).

> We had a resident who was doing well, went to rehab, and three months later lost two family members and a significant other got sick; and he is now back off the wagon, quit his job, and lost everything.
>
> *Site Staff*

The number of residents who have been classified as "high risk" may seem an unexpectedly low number given the level of need indicated through other data sources and could represent a reporting and tracking capacity issue. Service connectors may not have the ability to keep pace with this additional layer of assessments and/or keep these assessments up to date given the constantly changing needs of residents. According to site staff, resident needs can change quickly from one day to the next. Furthermore, service connectors may not have the capacity to assess, identify, and

Exhibit 25. Residents Completing a Risk Assessment

Data Source: TAAG

respond to certain needs. Critical risks, such as violence in household, mental health needs, and

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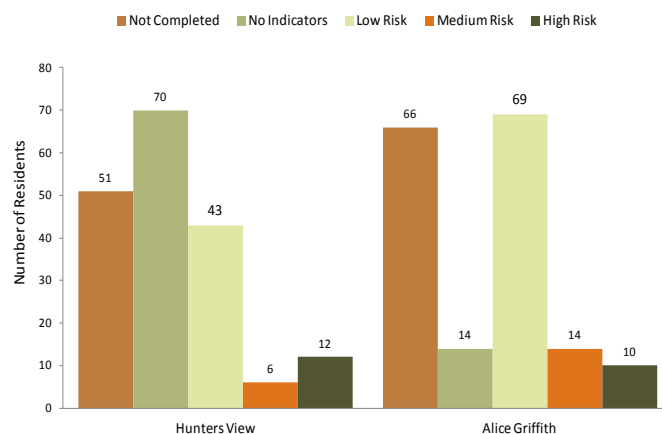
[40] Though the risk assessment is a separate form in the needs assessment, there is some overlap in the types of questions asked in both components.

substance abuse needs, are difficult to identify because some residents are hesitant to talk about these issues or not even aware that they are confronted by the issue.

Identifying, assessing, and monitoring residents with these needs requires more intensive case management than the service connection model is set up to handle. The caseload articulated in the service connection model is 1 staff to 50 residents. In contrast, for example, the caseload at Housing Opportunity and Services Together

> We originally went in with a case management model, then we changed it to service connection, and we quickly found out that we needed to be where we originally thought. So the deeper case management is super important and needs to be part of the model going forward, and we would need to hire additional staff as well.
>
> *City Staff*

(HOST) demonstration sites (an effort by the Urban Institute to test strategies using housing as a platform for improving the life chances of vulnerable youth and adults in public and mixed-income housing communities) ranges from 1:40 for a mixed-income site, with a mix of on-track and vulnerable populations, to 1:23 for a public housing site, with a vulnerable population.[41] At Hunters View, there are currently three service connectors for about 300 residents on lease. At Alice Griffith, there are currently eight service connectors for approximately 700 residents on lease, and an unknown number off lease. Many HOPE SF stakeholders – including residents, service connectors, service providers, and leadership representatives – agreed that more intensive case management is needed.

> **What We're Learning**
> - The ratio of staff to residents is too low and does not account for residents that need more intensive case management support which should be staffed at a ratio of 1 to 20 or 1 to 30 staff per residents.

Service Referrals

In addition to conducting needs assessments, service connectors provide referrals to necessary services. As of 2012, 169 Hunters View residents and 399 Alice Griffith residents had received at least one referral, according to TAAG records (see Exhibit 26). This means that roughly about one in two residents has received at least one referral to a service at both sites.[42]

Exhibit 26. Number and Rate of Referrals to Date

Referral Type	Hunters View (2010-2012)	Alice Griffith (2011-2012)[a]
Number Receiving at Least One Referral (All Residents)	169	399
Number Receiving at Least One Referral (Resident Over the Age of 18)	148	241
Percent Receiving at Least One Referral (Of Those with a Needs Assessment)	58% (n=182)	39% (n=173)

Data Source: TAAG

[a] This does not include referral data for the August 2010 to August 2011 period because service connection at Alice Griffith did not begin until April 2011.

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[41] To learn more about HOST, see Appendix A.

[42] This proportion is based on a proxy of the number of residents on lease. The total number of residents on lease and off lease at each site is unknown. In addition, since the current number of residents on lease is not available, this count reflects the population in 2010-11. Based on the HOPE SF Baseline Report, the size of the on-lease population is estimated to be about 700 at Alice Griffith and 300 at Hunters View. The total number of on-lease residents and households at each housing site during the 2011-12 fiscal year is currently unavailable.

The proportion of residents who received referrals without a complete needs assessment is consistent with a family strength based approach, which allows the family to determine what and when to work on things. Engagement is very important so working on things without a formal assessment could be appropriate. From a practical perspective, stopping the process to go through needs assessment paperwork is not always practical or the family is not receptive yet.

Referral data indicate that the majority of residents received at least one referral. A little more than half of residents at Hunters View and Alice Griffith received one referral (57% and 59%, respectively). Working with residents on one or a few referrals at a time is consistent with case management practices. High barrier individuals are encouraged to focus on a small number of tasks at a time, so that the individual does not get overwhelmed and thus follow through on none of the referrals. Getting referrals one at a time is a way to increase engagement by instilling confidence in families in their abilities to change things.

Exhibit 27. Referrals to Date for All Residents

Hunters View (2010-2012)

n=169
Data Source: TAAG

Alice Griffith (2011-2012)

n=399
Data Source: TAAG
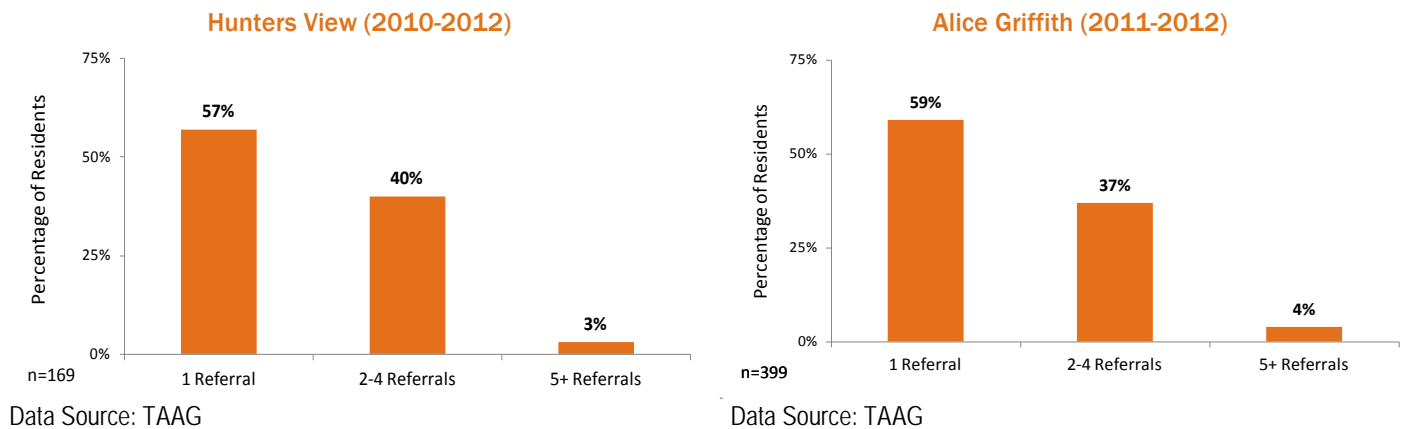
Service Connection Rates

Service connectors work with residents and providers to ensure that residents connect with the services to which they are referred. Exhibit 28 shows the connection rates of referrals in specific service areas.[43] Connection rates are generally quite good at both Hunters View and Alice Griffith, showing that service connectors are succeeding in supporting residents to link with providers in the area who can help them reach their individual and household goals.

Exhibit 28. Service Connection Rate in General Service Areas

Service Area	Hunters View		Alice Griffith	
	Number of Referrals[a]	Connection Rate	Number of Referrals[a]	Connection Rate
Legal	1	100%	6	100%
Early Childhood Education	3	100%	8	100%
Financial Literacy	2	100%	1	100%
Home	3	100%	12	92%
Childcare	2	100%	18	83%
Youth Development	45	93%	292	88%
Job Readiness	51	90%	132	95%
Resident Support	27	85%	60	100%
Transportation	11	82%	12	100%
Employment	11	73%	77	75%
Job Skills	101	63%	30	93%
Benefits	5	60%	2	100%
Education	5	60%	11	83%
Health and Wellness	29	38%	29	100%

Data Source: TAAG

[a] The same resident could be referred to multiple service areas, and thus the numbers could include duplicate residents.

Referrals and connections are just the beginning of the process of supporting residents in achieving their goals. Additional information such as resident satisfaction with services, their completion of the actual service engagement, and the results of the service engagement also are valuable data points that illustrate a more comprehensive picture of residents' pathways to success; however, this information is not available for this evaluation.

Helping residents connect to services can require an intensive amount of follow-up from service connectors. Exhibit 29 below shows the rate of follow-up referrals required to ensure a successful connection to select services. The types of service depicted below are those requiring a follow-up referral after an initial referral has been made. Overall, this data indicates that employment-related services, job skills, job readiness, and youth development are the types of services that require

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[43] Service connection is defined as successful based on the outcome of a referral. In TAAG, there are many types of outcomes specified for a referral. The evaluation team categorized these outcomes as successful or unsuccessful. To learn more about the categorization of outcomes, see Appendix G.

more follow-up. For example, one Alice Griffith resident received a referral to employment-related services three times unsuccessfully. On the third attempt, the resident met a service connector with the intent of reenrolling in the employment program. Another Alice Griffith resident received a referral to a job training program and did not show up for the program. The service connector called the resident in order to remind the participant of their enrollment and make a successful connection. Similarly for all of the other service areas, service connectors had to work diligently with residents to make a referral take shape for a resident. In some cases, service connectors need to provide more than five follow-up referrals to ensure a successful connection. At Hunters View, staff turnover and the tension between residents and the service connection team (discussed above), has also been a factor in the level of follow up required. These issues have heightened mistrust and decreased follow through for residents.

Exhibit 29. Rate of Follow-Up Referrals by Type of Service

Site	Type of Service	Proportion of Follow-Up Referrals as Percent of All Referrals to the Service		
		1 Referral	2-5 Referrals	5+ Referrals
Hunters View	Job Skills	75%	25%	0%
	Summer Youth Services	70%	30%	0%
Alice Griffith	SFRA	82%	18%	0%
	Job Interview	55%	45%	0%
	Resume Prep	68%	33%	0%
	Job Readiness	72%	24%	5%
	After-School Services	60%	34%	6%
	Summer Services	69%	32%	0%

Individual and Family Development Plans

The service connection teams also support residents through the formation of Family Development Plan (FDP) for each participating head of household, and an Individual Development Plan (IDP) for each adult within the household, both of which take a two-generation approach. FDPs focus on goals related to housing stability and economic mobility for the whole household, whereas IDPs generally focus on individual education, employment and health goals. As of August 2012, 70 Hunters View residents had completed one of these plan and 43 Alice Griffith residents had completed one these plans.

Service Providers

Service connectors are supported by a dedicated network of community-based and city social service providers committed to working actively to meet resident needs.

> Don't like how resources don't network – they all have their own identity but should be under one umbrella. Don't resource people out to correct services.
>
> *Resident*

Service Provider Network

Service connectors are coordinating their efforts with service providers through a Service Provider Network convened by HOPE SF. The objectives of the Service Provider Network are to:

- Close the information and opportunity gaps that residents experience
- Support each other and share best practices to help residents meet their goals (especially those who are hard to reach)
- Ensure residents are supported through construction for the revitalized community

Residents

The Service Provider Network began convening service connectors and providers serving the Hunters View communities in July 2010.[44] The HOPE SF services director, a senior staff in the Mayor's Office of Housing and Community Development, convened the network monthly to discuss progress, address challenges, exchange information, and foster partnerships between providers and connectors. While the HOPE SF services director position was vacated from June to December 2012, the responsibility for convening the network rotated among service providers. This diffused leadership structure made it challenging for the group to convene and make substantial progress. The new services director resumed convening the network in February 2013. Currently, the network includes over 20 organizations serving both the Hunters View and Alice Griffith communities. The HOPE SF services director has also begun coordinating service provision in Sunnydale with over 15 organizations. For a list of organizations involved in service connection at the three sites, see Appendix I.

Service providers that responded to a survey for this evaluation expressed the following needs to make their work with residents more effective:

- Increase coordination with partners, such as transparency in planning and shared resources
- Support to increase their outreach to residents in public housing (such as intensive case management)
- Resources to support additional and enhanced programming for residents (especially workforce, health and wellness, senior services, and family and youth programs)
- Support with community organizing and advocacy (especially developing a channel through which providers can communicate urgent needs onsite to city agencies)

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[44] Choice Neighborhoods Demonstration Studies, Interim Report (February 2013).

Capacity building for local community-based organizations has also been a long-standing need.[45] The CST has planned for capacity building in the past (as did COO before it), but progress was limited. It will be useful to watch for changes over time in the capacity of community-based service providers, and to see how those providers can continue to support residents more successfully.

City Services Team

An important aspect of service connection is effective connection of residents to local city-funded services. The HOPE SF services director regularly convenes deputy level staff from social services agencies in the City (called the City Services Team, or CST). This team originally came together to create the predevelopment services plans for the residents. It continues to function as a collaborative body, bringing together key personnel from these departments to coordinate programs and services that are implemented onsite. The venue allows for the dissemination of strategies appropriate for HOPE SF residents. (The table below lists existing city strategies/services that are linked or could be linked to support HOPE SF residents.) Though there is some interaction between members of the City Services Team and the service connectors and provider, HOPE SF's service director is the intermediary between the groups.

Service connection and providers networks are disjointed. A more collaborative and technical environment can improve duplication of services. We all don't need to do everything. We should use each other's expertise to provide quality service/interactions with families and residents as opposed to quantity.

There is a lot of duplication of services. CBOs need to come together more to effectively serve residents and not only worry about program numbers. I think a one stop community center where residents could come for a range of services i.e.: mental health, parenting, youth, recreation etc. would be beneficial. A beautification project sponsored by residents would also be nice.

There should be a family liaison or community connector who can develop deep relationships with and serve as the bridge builders between CBOs and families/youth. In a sense, it feels like CBOs are largely on their own to 'figure it' out. There is a lack of a true collaborative spirit. Also, additional funding is needed to make a great attempt to blanket the community with folks and real incentives that literally pull residents out if their home and into services that fit their families' needs.

We are grateful for the support and want to ensure that Sunnydale and Visitacion Valley are remembered in larger discussions at the city about funding and programming and not overshadowed by the Bayview.

CBO Staff

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[45]Ibid.

Exhibit 30. City Service Team Strategies/Services

City Agency / Department	Existing or Potential Strategies/Services to Support HOPE SF Residents
Cross-Collaborative Partnerships	■ Family Resource Center Initiative (DCYF, First 5, HSA) ■ Early Childhood Mental Health (DCYF, First 5, HSA, DPH) ■ Childcare Health Project (First 5, HSA, DPH) ■ Violence Prevention and Intervention (DCYF, DPH, JPD) ■ HOPE SF ■ HOPE SF Campaign
Department of Children, Youth, and Their Families	■ Truancy Assessment and Referral Center ■ Youth Workforce Development Services ■ Out of School Time Youth Programs serving K-8 ■ Youth Leadership Programs ■ Wellness Initiative
Department of Public Health	■ On-Site Nursing Care Coordination and Health System Navigation (4 sites, plus Hawkins Village) ■ Mental Health and Substance Abuse Services (Westside in Sunnydale and Maternal Child Health Social Worker in Hunters View) ■ Nurse Family Partnership Home Visiting Model ■ Partnership with San Francisco State University's MPH Program (Assessments regarding Peer Models and Mental Health Approaches) ■ DPH Care Coordination and Population Health/Wellness Connection with Peer Health Workers (to be implemented) ■ DPH and a number of CBOs will be co-located at 1099 Sunnydale (located in the Heritage Homes/Britton Courts complex) to deliver services in Visitacion Valley
First 5	■ Preschool for All
Human Services Agency	■ DAAS Integrated Intake and Referral ■ Service Linkage for Seniors in Public Housing ■ CalFresh Outreach and Enrollment Assistance ■ Online Application for Benefits (currently targeting HOPE SF residents) ■ Differential Response ■ Community-Based Visitation ■ Team Decision Making ■ Project SafeCare ■ Jobs NOW subsidized employment programs (CJP Transitional Employment Program, Public Sector Trainee Program, Private Sector Wage Subsidy Program, Rapid Response Program) (currently targeting HOPE SF residents)
Mayor's Office	■ Interrupt, Predict, and Organize ■ Housing, Opportunities, Partnerships, and Engagement

City Agency / Department	Existing or Potential Strategies/Services to Support HOPE SF Residents
Mayor's Office of Housing and Community Development	▪ Affordable Housing ▪ Supportive Housing ▪ CDBG Grants for Community Building and Service Connection ▪ Networking and Collaboration for HOPE SF CBO Service Providers
Office of Economic and Workforce Development	▪ Sector Academies ▪ City Build ▪ RAMP and Sector Bridges for Young Adults ▪ Access Points: Neighborhood, Young Adult, and Comprehensive ▪ Transitions SF ▪ Navigators: Reentry, Disability, Assessment/Education
San Francisco Police Department	▪ Community Policing ▪ Housing Development Substations ▪ School Resource Officers ▪ Community Outreach Officers ▪ Future Grad Program ▪ Police Athletic League ▪ The Garden Project ▪ Project PULL
San Francisco Housing Authority	▪ Leadership Academy
San Francisco Unified School District	▪ Multi-tiered Systems of Support ▪ Instructional Coaches ▪ Centralized Professional Learning ▪ Community Schools Approach ▪ Superintendents Zone ▪ PreK – 3rd Initiative ▪ Restorative Practices

Data Source: Mayor's Office of Housing and Community Development

Recommendations and Questions for Reflection

Recommendations

The following provides a set of recommendations for strengthening the service connection model. Some of these recommendations build on ideas raised in the HOPE SF baseline report.

- **Invest in an Enhanced, Shareable Case Management System That Links to Other Data Systems in the City**
  Tracking-at-a-Glance (TAAG), the database currently in place to track service connection at Hunters View and Alice Griffith, appears to have some significant limitations as it is currently set up and used. The questions in TAAG, and the way data are entered, vary significantly across the two sites in which it is in use. Finally, it is challenging to export data from TAAG in a format that is easy to use and analyze for evaluation and other reflection purposes. Because TAAG is on track to be used for Potrero and Sunnydale, it is urgent that these inconsistencies be resolved. While some of these issues could be addressed through infrastructural changes to the system and periodic service connection staff retraining, there are other limitations that may require reconsidering TAAG entirely. The Efforts to Outcomes (ETO) system, for example, is a system that is taking hold in other cities. HOPE SF could explore this system furthers with Urban Strategies since ETO is being customized for implementation across its organization.

  An initial goal for TAAG was to facilitate sharable data to support coordination between service connectors and external community-based providers. To date, data sharing in this way has been limited. A system that is shareable could facilitate the city's long-term tracking of residents, which could provide a long-term benefit for both HOPE SF and other city initiatives. Moreover, to tell the story of HOPE SF residents and the community, the evaluation team has had to draw on many city agency and department databases, which entails a lengthy data request and matching process. A shared case management system that links up to other data systems in the city could minimize the need for this process. Beyond the benefits to the HOPE SF initiative, setting up this type of system could benefit other initiatives in the city with similar ambitious goals and evaluation needs.

  In addition to supporting coordinated case management, an enhanced system could also allow residents to track their own progress, request support, or ask questions. Given issues with literacy and access to computer and Internet on site, this system may be hard for some residents to adopt. There are, however, systems that are mobile phone based and tailored for low-literacy clients that could help some clients overcome these barriers – many of these innovations have emerged in developing countries, but some are being imported back. Employing a system with these features could help promote residents' ownership of their goals and facilitate tracking and follow-up with clients. Given the city's thriving technology industry and proximity to Silicon Valley, there may be an opportunity to engage a private partner.

  A high-functioning, consistently used data system is a critical source of information for HOPE SF. Underinvestment of time and resources in this area will result in outsized negative consequences for the initiative, as leadership is unable to determine what services are needed and have strong data to weave with experiences on the ground.

- **Continue to Support and Strengthen Cross-Site Learning Communities among Service Connectors and Providers**
  HOPE SF is being rolled out over several years through a staggered process across the four sites. Consequently, each site is at a different stage in the process. In addition, each of the four sites has taken slightly different approaches to implementing the HOPE SF model. These differences can be a rich source of information for the individuals implementing the model.

  Service connectors and providers currently convene as part of the Service Provider Network. This group has now resumed regular meetings, but there is a need to ensure that all members attend regularly and expand the network. Some of the current members have not resumed their participation and could be brought back to the table. Additionally, other stakeholders that are not already represented, such as police officers, could be invited to attend Service Provider Network meetings.

  Police officers often interface with residents– either responding to emergency call or in their capacity of working to enforce housing policies. During these interactions, it may be beneficial for officers to be aware of services available to residents through the Service Provider Network. Some officers expressed a willingness to help residents engage with providers when meeting them in this and other similar contexts at the developments.[46] The Police Department is integrated into other HOPE SF structures – such as the Oversight Committee, the City Services Team, and at revitalization meetings – so this would be another opportunity to further strengthen their collaborations with other HOPE SF partners.

  The demands of these convenings on these groups' time cannot be taken lightly. These groups must be given the resources that will allow them to free up capacity to come together and learn from each other. This investment will help to create and institutionalize a culture of learning that should have significant, positive effects for the HOPE SF initiative and HOPE SF residents.

- **Incorporate an Intensive Case Management Component into the Service Connection Model**
  As discussed in the body of the chapter, resident needs are greater than anticipated. HOPE SF leaders are already taking steps to add this additional layer of case management support into the model. As this adjustment to the model is being pursued, HOPE SF leaders should think about identifying additional sources of funding that will make this layer sustainable. Funding intensive case management may be especially vulnerable to cuts because the return on investment takes more time and is more challenging to measure.

  HOPE SF leadership should consider a fundraising campaign to finance this additional support layer and opportunities to leverage existing case management structures in the city. The chief funding source for service connection is CDBG. Relying on one funding source is not conducive to sustainability. Other possible funding partners include city and private partners.

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[46] Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond, Emily Gerth, 2012.

Questions for Reflection

- **Is there an opportunity to articulate goals for the broader existing and future community in the service connection plan at this stage in the redevelopment process?** Though HOPE SF has articulated goals for the broader community, beyond residents living on site, there may be an opportunity to articulate this more explicitly in the service connection plan. Specifically, service connectors identified a desire to engage and support residents in the surrounding community but are limited because this is out of their scope and lacks adequate resources. These residents that do not live on-site often have similar needs as residents on-site and are often the source of safety problems in the community. Staff from local community-based organizations also encouraged the idea of more interaction among the broader community. A broader definition of "community" is at the core of successful community building practices employed at Potrero and highlighted in last year's baseline

> Have community meetings with the whole community, not just the residents of the HOPE VI housing.
>
> *CBO Staff*

evaluation report available here: http://bit.ly/BaselineReport). Since a goal of HOPE SF is to revitalize entire neighborhoods, there may be an opportunity to incorporate this vision into the service connection plan.

  HOPE SF leadership should also explore the possibility of articulating service goals for the envisioned mixed-income community. Though this community is not expected to arrive for many years to come, planning for the services that this community may need should begin sooner rather than later. Planning for services for a mixed-income community might also help shift current thinking about how services are tailored and provided on-site. A mixed-income community may not be attracted to on-site services and amenities if they appear to only be tailored to the needs of public housing residents. For example, a business center might be more attractive to a mixed-income community instead of a computer lab. These shifts in the framing of services on-site might also help existing residents prepare for the shift in the culture of the community.

- **What additional supports can be provided to on-site staff to maximize retention of service connection team members and consistency for residents?** Service connection work is difficult, tiring, emotionally taxing work, accomplished under challenging conditions. Additional support could benefit service connectors, and possibly reduce turnover. Support could include a "learning community" of service providers at the different sites who could share the obstacles they are facing and the solutions they have found. In addition, case conferencing among service connectors can serve as another support system that not only builds case management skills and efficiencies among providers but also enables peers to work together to address challenging cases. Through these processes, service connectors can be inspired by learning about the creative approaches that work well at other sites and feel empowered by the knowledge that others experience similar challenges and that they are not alone in their efforts. It is important to hear from service connectors themselves about what supports they need; in the future, the evaluation could potentially include a confidential survey (possibly supplemented with a focus group) to collect data on what service connectors have to say about what they need to make their work more sustainable.

- **Can the existing provider directory be updated with new resources and providers, and cataloged with specific information about the services that have been most popular and effective for residents at each site?** A directory of providers was previously developed to

serve as a tool for service connectors to identify available referral sources and potential fit for residents. This tool was not well accessed and is now outdated. It also did not include information about the types of services residents accessed most frequently. Due to high turnover rates, service connectors have had a hard time accumulating knowledge about the services that residents have previously had success with. Capturing this history and knowledge and storing it in an at-a-glance resource can be helpful for service connectors and residents alike: it would mean that new service connectors would not have to reinvent the wheel, and residents could browse this resource themselves.

IV. Getting to Work:
Building a Workforce Development System That Better Supports HOPE SF Residents

Executive Summary

A primary goal of HOPE SF is to end the cycle of poverty for residents, and a critical part of HOPE SF's strategy for ending poverty is supporting residents to achieve greater employment success. HOPE SF planners recognize that greater employment success will not happen through one or two programs, but instead requires more fundamental change to workforce development *systems* (see sidebar). Planners therefore have a keen interest in understanding the current state of the workforce system (for adults and transition-age youth (TAY)), some of the systems changes already underway, and what additional changes might support the system to better meet the needs of HOPE SF residents.

> ### Workforce Development Systems and Systems Change
>
> The **workforce development system** is defined as: the totality of organizations and programs that deliver workforce development services; the connections between and among organizations and programs; and the funding streams and policies that fund and regulate workforce development service delivery. **Systems change** constitutes changes in organizational capacity and inter-organizational connections; an increase in the supply of program slots available; an increase in the tailoring of programs and services to client needs; and changes in funding or policy that *facilitate* greater program capacity (program supply and tailoring) and more effective connections that support clients to build their human capital and connect to opportunity-rich jobs.

Workforce Challenges for Adult Residents

HOPE SF residents have challenging workforce barriers (e.g. very low educational attainment, mental health issues, substance use, justice system involvement), which place high demands on organizations offering workforce development programs. The programs that are best tailored to this "high-barrier" population are extremely resource-intensive, requiring a great deal of individualized attention from highly-skilled staff. Tailoring programs also involves complicated and time-consuming efforts to integrate services from other systems: education, behavioral health, and the justice system.

Working with the high-barrier segment is further complicated by the fact that the labor market in San Francisco is "bifurcated:" the market pays a premium for high levels of education, and severely punishes those with very low educational attainment. Programs serving those who have limited skills with workforce value face an uphill battle in the quest help clients find employment success that will help them escape poverty.

For adults in the high-barrier segment, there is an undersupply of services and program slots that provide the types of services tailored to their needs. There are multiple dimensions to the problem of undersupply:

- The workforce system is underfunded. Funding constraints have especially severe consequences for the high-barrier segment: the per-person cost of programs well-tailored to this segment is high – so system actors must make trade-offs between service intensity and number of people served.
- Many of the program slots tailored to the high-barrier segment are funded by the Human

Services Agency (HSA), and these slots can be accessed only by those who are enrolled in two types of benefits programs: CalWORKs (California's TANF program for families with children) and CAAP (a County program for single low-income adults). Yet fewer than half of adults at HOPE SF (who are not on SSI) are enrolled in benefits programs. Since HSA funds most of the transitional employment slots available in the City, more than half of the HOPE SF residents who cannot access an important source of transitional employment programs.

- Most of the workforce programs available to those not enrolled in benefits programs are funded by the Office of Economic and Workforce Development (OEWD) – and these programs have often not been geared to meet the needs of the high-barrier segment. In particular, OEWD invests heavily in its very successful Sector Academies: bundles of programs and services that support skill-building in occupations that are in demand in the local labor market. Sector Academies are designed for people who do not have multiple workforce barriers. OEWD's charge is to fund programs that "skill up" job-seekers, not to fund programs that address "deep" barriers such as substance use issues. Since HOPE SF residents typically need programs that address deep barriers, OEWD-funded programs are often not a good fit for residents.[47]

- While the service connection model creates important new "entry points" into the workforce system for HOPE SF residents, service connectors have limited capacity to provide the type of intensive case management that many residents need. Given large caseloads, and the fact that service connectors are not trained as case managers, service connectors do not have the capacity to ensure that residents are following through on referrals to workforce programs.

Many of the programs that serve adults may not support those in the high-barrier segment to succeed over the long term. It is very likely that high-barrier adults accessing workforce programs will see only minimal career success, because of several "missing" or poorly functioning connections within the workforce system:

- Even those who are able to participate in transitional employment programs often are not able to connect to competitive employment. These programs focus mostly on job readiness, and not enough on succeeding in the job search or job retention. Even though transitional employment programs focus on job readiness, they may not be long enough to allow clients to engage with barrier removal around some "deeper" barriers (mental health and substance use issues).

- Workforce programs often do not integrate well enough with deep barrier removal services. Workforce programs often *refer* clients to additional services, but staff members often do not have the time to allocate to ensure follow-through on these referrals. In addition, high-quality integration would mean that behavioral health components are actually *built into* workforce programs. These types of programs are rare in San Francisco.

- Workforce programs for the high-barrier segment also rarely connect clients with educational services. But without increasing their educational attainment, most high-barrier residents will be stuck permanently in low-wage, low-opportunity jobs. (Sector Academies connect clients to education, but these programs are not very accessible to the high-barrier segment.)

- The approach to working with the high-barrier segment tends to lack a vocational skill-building component. Programs designed to create on-ramps for high-barrier clients into the Sector Academies actually result in very few entries into these training programs. Because Sector Academies are a poor fit with the high-barrier segment, providers focus on supporting clients to become employed. However, without vocational skill-building or increased educational

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[47] This may be less true in the future; OEWD's 2013 strategic plan and 2013-14 grants to CBOs signal some important changes in strategy. With these changes, OEWD's programming may be a better fit for the high-barrier segment.

attainment, and within the context of a bifurcated labor market, high-barrier clients will simply connect to jobs that are unlikely to ever pay a wage that will allow for moving out of poverty.

- Service connectors, likewise, tend to focus on connecting residents directly to employment. Service connectors are being responsive to residents' desires, who often want to "dial direct" to a job, rather than "jump through hoops" of job readiness and training. Service connectors are also responding to a workforce system in which there are few good options for building the human capital of the high-barrier segment. But again, without efforts to build residents' human capital, the jobs that residents connect with are likely to be opportunity-poor, and not to offer wages that will lift families above the poverty line.

Transition-Age Youth and the Workforce System

Programs for transition-age youth (TAY) generally serve "off-track" youth quite effectively. TAY at HOPE SF sites typically engage at a higher rate in workforce programming than do adults – this is especially true for programs that the Department of Children, Youth, and Their Families (DCYF) funds. DCYF, however, focuses most of its workforce funding on youth age 14-17 (less often, it funds programs serving youth up to age 21). OEWD funds RAMP (Reconnecting All through Multiple Pathways), a program that has typically been quite successful in connecting youth (ages 18-24) to transitional employment programs and to employment. OEWD also funds transitional employment programs for youth.

Service connectors support TAY to enter programs. Before service connectors were on site, there was much more attrition between the time of program orientation sessions, and the time of program application. Service connectors have been able to help youth to envision the efforts that the application will take to finish, and support youth in the logistics of completing an application, turning it in, and showing up to application events (such as interviews).

There is an undersupply of educational options for TAY. With the 2013-14 round of funding, OEWD made the decision not to fund GED+ programs. OEWD did not feel that there were sufficient numbers of youth obtaining their GED to justify the investment. However, as a result of discontinued funding, there are now very few alternative education providers that can support educational growth among youth.[48]

Recommendations

- **System actors should consider the unintended consequences of structural incentives and constraints – factors that conspire to push the high-barrier segment toward chronic failure in the job market.** Individual programs within the system are designed to maximize unsubsidized employment and job retention. However, as a whole, the workforce system is geared to poor long-term outcomes for the high-barrier segment. This is because: (1) removal of the most intractable workforce barriers is rare; (2) workforce barriers are so challenging that HOPE SF clients are usually unable to engage effectively with vocational training through the Sector Academies and with educational programs; and (3) HOPE SF residents are often "skipped" directly to employment partly because they have little success (or are expected to have little success) with entering or completing vocational training or education programs. As a

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[48] The majority of slots in the program supply are Five Keys Charter and John Muir High School (which can be accessed part of Conservation Corps' programming).

result, many residents either do not look for a competitive job, or they get into the competitive job market with barriers remaining and without having built their human capital.

- **Consider programs that integrate behavioral health components directly into workforce programs, in addition to models that include referrals to outside mental health and substance use services.** Some program models have been developed in which mental health and substance use issues are not seen as "barriers"– rather, jobs are seen as a tool in recovery. By adopting this perspective, program planners can design plans in which activities to improve mental health and substance use, and workforce development activities *reinforce* one another. If work is used to spark hope and to build self-efficacy, barrier removal is more likely to succeed.

- **Look for ways to bring to San Francisco some models of education that can put high-barrier adults on track to truly build educational attainment.** Currently, the best educational options for adults in the workforce system come with participation in the Sector Academies. Since these are often not a good fit for the high-barrier segment, these adults have very limited access to educational options (and they may not even be interested in these options). A best practice model called I-BEST (Integrated Basic Education and Skills Training Program), however, has potential for San Francisco. In I-BEST, basic skills education is taught concurrently with technical vocational courses. It is designed to bring students with low educational attainment into college-level work, and to support the completion of a credential with workforce value. The model has been studied extensively, and shows positive outcomes even for those with very low educational attainment at baseline. It has downsides: it is an expensive model, and is a community college program – and at this moment the future of San Francisco's community college system is uncertain. However, the HOPE SF partnership may want to begin this dialogue to explore the possibilities for program implementation, recruiting HOPE SF residents in particular, funding, and sustainability.

- **Fund additional capacity within the system to support HOPE SF residents *after* they have become employed.** The task of workforce development does not end with employment. Clients will inevitably experience setbacks – these should not be cause for them to believe in their own failure. They may need support resolving work issues with their employer, or coaching on how to be a good team member. Clients may also lose a job, and need to search for a new one. Having support through this non-linear and very human process can normalize it and help clients to negotiate the ups and downs of being in a competitive labor market. Perhaps additional funding for more on-site workforce staff could introduce this capacity specifically for residents.

- **Workforce actors that fund TAY programming should increase their focus on education.** A natural place for this type of focus is the WISF Youth Council. The Youth Council has been focused primarily on programs that can be funded with federal Workforce Investment Act (WIA) dollars, since WISF is the local WIA body. However, WISF is the central policymaking body for workforce in the City, and OEWD, DCYF, HSA, the Juvenile Probation Department, the San Francisco Unified School District, and San Francisco's community college system are all represented on the Youth Council. This group could adopt some unified goals for San Francisco's "off-track" youth, and bring together the funding sources in an effort to reach those goals – rather than considering only WIA dollars in making programming recommendations.

- **Revisit efforts at capacity building for neighborhood CBOs.** Given the fact that CBOs in HOPE SF neighborhoods must address some of the most complex workforce issues faced by anyone in the City, these CBOs should have very high capacity. Efforts at capacity building in the past have not supported CBOs sufficiently. This evaluation did not focus on capacity-building solutions, but it is clear that these efforts should be revisited in a new way. Problems in the past seemed to revolve around the fact that capacity building was "top-down." Perhaps a HOPE SF representative should conduct a "capacity challenges listening tour" to collect input on how the types of capacity-building that the CBOs themselves would find useful.

Introduction

HOPE SF envisions a future in which the cycle of poverty ends for families currently living at the sites. Part of the strategy for ending poverty focuses on promoting economic mobility: supporting residents to move toward greater labor market success. At present, HOPE SF residents have little success in the labor market and engage at low rates in workforce development programming and services. These realities reflect, at least in part, that the workforce development system does not currently serve the residents – transition-age youth as well as adults – as well as it might.

Recognizing this challenge, HOPE SF has adopted "systems change" as one of its four fundamental goals. Rather than depending on the system of programs and services as it is currently organized to help residents escape the cycle of poverty, HOPE SF partners are taking steps to building greater capacity and connections within the system so that it can better serve residents at HOPE SF sites, leading ultimately to the ability of the HOPE SF community to fully participate in San Francisco's economic life and prosperity.

This chapter explores workforce challenges the residents face and does so from a *systems* perspective. After providing some background about HOPE SF and its evaluation, this chapter tackles these questions:

- In what ways is the workforce development system serving residents well?
- Where is systems change needed?
- Where is systems change already underway?
- What are some suggestions for promoting additional systems change?

The Workforce Development System and Systems Change

To support residents to meet employment goals, HOPE SF funds on-site service connectors, who help residents access San Francisco's **workforce development system**:

- The totality of organizations and programs that deliver workforce development services in San Francisco,
- The connections between and among organizations and programs, and
- The funding streams and policies that fund and regulate workforce development service delivery.

Currently, the workforce development system does not serve HOPE SF residents as well as it might. Therefore, HOPE SF not only funds services that support residents one at a time but also seeks to contribute to broader **systems change**:

- Changes in organizations and programs (in terms of capacity, operations, and practice),
- Changes in connections between and among organizations and programs,
- Changes in the funding streams and policies that fund and regulate workforce development service delivery, and
- With all of these changes affecting how actors collectively implement workforce development and geared toward improved employment outcomes for individuals.

Workforce Systems Change for HOPE SF Only, or Broader Systems Change?

The challenges that HOPE SF residents face in the workforce system are not *only* about the particular problems associated with living in a distressed public housing site. Rather, residents are part of a broader group – a segment of the population that must content with barriers that make it difficult to find and retain work: a "high-barrier segment." (Although HOPE SF residents tend to be among the most "highly-barriered" of the high-barrier segment.)

Workforce Systems Change within the Broader Labor Market Context

A critical component of HOPE SF's strategy to break the cycle of poverty is supporting residents to build their human capital so that they may connect to jobs with career ladders. To understand this strategy, we need to know:

- What the strategy is designed to do, and
- The context in which the strategy unfolds.

HOPE SF's Economic Mobility Strategy

At the 30,000 foot level, the strategy for promoting economic mobility can be seen as having two fundamental components:

1) **Service connectors** located at HOPE SF sites who support unemployed residents to develop individualized employment goals and action plans, and who connect residents to workforce programs, services, and jobs in the neighborhood and beyond.
2) **Broader systems change efforts** focused on enhancing the ability of San Francisco's workforce programs and services to more effectively serve the most disadvantaged San Franciscans (in general), and HOPE SF residents (in particular).

HOPE SF's economic mobility strategy will not succeed unless *both* components operate effectively: service connectors must be able to successfully connect residents to programs and services; and the programs and services that residents are connected *to* must be able to successfully support residents to reach their employment goals.

The Labor Market Context in Which the Economic Mobility Strategy Unfolds

The degree to which the strategy will succeed is deeply conditioned by the broader labor market context. Across the United States – and particularly in San Francisco – workers and job-seekers must contend with a bifurcated labor market: a large disparity between workers with low and high levels of education. Those with high levels of education and skill earn very high wages, while wages at the lower end of the skill range (for those with a high school education or less) often do not pay enough to support a family above the poverty line.[49] Since the late 1970s bifurcation of the labor market has grown, with rising returns to highly skilled workers.[50] With skills critical for employment

at decent wages, low educational attainment punishes job seekers in the labor market.[51]

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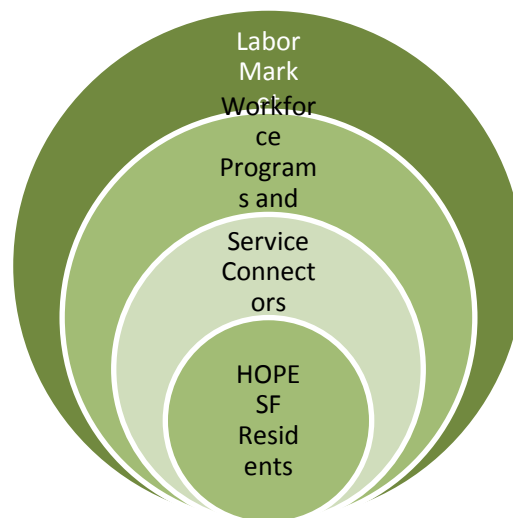
[49] Autor, D, Katz, L, & Kearney, M. 2006. *The Polarization of the U.S. Labor Market.* Working Paper 10670. Cambridge, MA: National Bureau of Economic Research.

[50] Wilson, W.J. 1996. <u>When Work Disappears: The World of the New Urban Poor</u>. New York: Knopf.

[51] Holzer, H, & Martinson, K. 2008. *Helping Poor Working Parents Get Ahead: Federal Funds for New State Strategies and Systems*. New Safety Net Paper 4.

A labor market with such steep penalties for low-skill workers means that HOPE SF residents can move up the economic ladder only if they are able to build their occupational skills that they can trade on the labor market for jobs that pay decently and have long-term growth potential. Currently, there is a mismatch between the skill level of HOPE SF residents and the economic sectors with decent pay and growth trajectories. In addition, skill-building for residents is difficult because they belong to a "high-barrier segment:" a segment that faces multiple and challenging individual-level workforce barriers (e.g. very low educational attainment, poor health, mental health issues, justice system involvement, and substance use). These barriers make it difficult to engage in occupational training, and to go to work consistently.

Given that most HOPE SF residents (transition-age youth and adults alike) belong to this high-barrier segment, and given the context of labor market bifurcation, there is an extra layer of challenge for those working to promote employment success among HOPE SF residents. Under these circumstances, true economic mobility resulting from employment is likely to be the exception more than it is the rule. If the workforce system is to effectively serve HOPE SF residents, its programs and services must be able to support residents to: remove workforce barriers, gain occupational skills, land jobs that connect to career ladders, and advance up career ladders.

Helping residents to succeed in the labor market has been – and will continue to be – extremely challenging. This chapter explores systems change within the workforce development system, and is organized into the following sections:

- **HOPE SF Residents' Engagement with the Labor Market and with Workforce Development Programming.** This section provides information about residents' employment rates and their participation in the workforce development system. It also discusses the multiple and challenging workforce barriers that stand in the way of successful employment and with engaging with the workforce system.
- **San Francisco's Workforce Development System: A Lay of the Land.** This section describes the workforce landscape: the programs and services that HOPE SF residents can potentially participate in.
- **Where the Workforce Development System Is (and Is Not) Effective for Adult Residents at HOPE SF Sites.** This section discusses where the system is serving residents well and discusses the ways in which the system is not able to engage residents well and generate employment successes.
- **Where the Workforce Development System Is (and Is Not) Effective for Transition-Age Youth at HOPE SF Sites.** This section discusses where the system is serving residents well and discusses the ways in which the system is not able to engage residents well and generate employment successes.
- **Structural Barriers to More Effective Workforce Pathways.** This section explains some of the reasons it is so difficult to build a system that works well for HOPE SF residents. It explores the larger *structural barriers* that impede systems change.
- **What Systems Changes Are Already Taking Place?** This section explores the systems changes that are already underway. This includes where the groundwork is being laid for further systems change due to efforts to lower structural barriers to change.
- **Recommendations and Questions for Reflection.** The last section includes suggestions for courses of action to bring about further systems change. The recommendations are based on the chapter's assessment of programs and services, the connections among them, and the structural barriers that constrain the effectiveness of programs, services, and connections. The recommendations also take into account the ways to build on systems change that has already occurred.

HOPE SF Residents' Engagement with the Labor Market and with Workforce Development Programming

HOPE SF residents have low labor market attachment and low engagement in workforce programming. These low participation levels largely stem from challenging individual-level workforce barriers that residents contend with – barriers born of poverty and its attendant ills: long-standing underinvestment in the community members' education; chronic stress and trauma that lead to problems of health, mental health, as well as self-defeating coping behaviors such as crime and substance use; and a history of social and economic exclusion. This section provides an overview of HOPE SF residents' participation in work and workforce programming, and discusses the workforce barriers that severely restrict residents' ability to succeed in the job market.

Labor Market Attachment and Earnings

Exhibit 31 shows employment rates for adults (age 25-64) who are not enrolled in SSI.[52] While these employment rates are distressingly low, they, in fact, likely *overstate* employment for any given point in time. This is the case because the employment data are derived from a Housing Authority data element that indicates whether a resident had any earned income during 2010-11. However, employment for the HOPE SF population tends to be

Exhibit 31. Employment Rates of Non-Disabled, Adult Residents (Age 25-64)

■ TAY (Ages 16-24)   ■ Adults (Ages 25-64)

Data Source: San Francisco Housing Authority

episodic rather than year-round. Many of the residents represented in these employment numbers were likely to be employed for only part of the year.
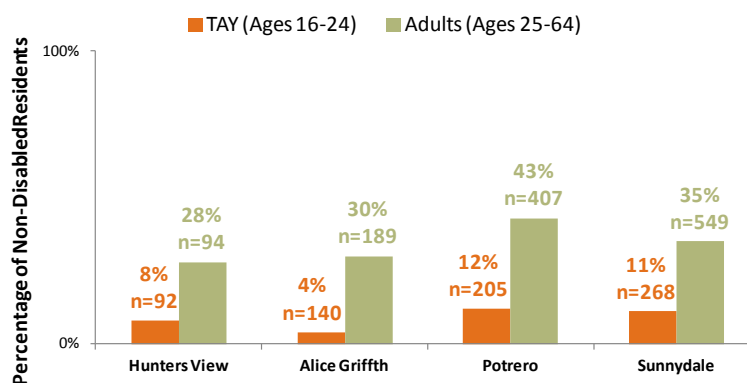
HOPE SF residents also show very low average earnings as well. The wages earned during 2010-2011 reflect low hourly wages, episodic employment, and also jobs that often provide fewer than 40 hours of employment per week. These figures also most likely under-count earned income. Since rent is a function of income, residents have a financial interest in under-reporting their income levels to the Housing Authority.[53] Residents are unlikely to report income when it is earned within a cash economy – for example, by such activities as selling cigarettes and candy out of their homes. However, even if earnings are higher that they appear to be in these charts, the additional income is unlikely to raise household income a meaningful amount.

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[52] SSI stands for "Supplemental Security Income," which is a federal benefit providing monthly cash payments for those with a disability and with little or no income. Typically these disabilities are severe enough to make it extremely difficult to work. For this reason, and for the purposes of this chapter, those receiving SSI are considered to be out of the labor force.

[53] The relationship between income and rent, and the resulting potential disincentive to earn or report income is discussed in the section below on structural barriers.

Most residents do not earn enough through wages to support their families: the federal poverty level for a family of three in 2010-2011 is $18,530, and for a family of four is $22,350. This profile of low wages highlights not only the need to build the human capital among residents, but also to increase residents' access to income supports such as the Earned Income Tax Credit (EITC). With middle-wage jobs in short supply, earnings may not rise enough

Data Source: San Francisco Housing Authority

to lift families out of poverty. It is clear that with such low wages, working families need access to the EITC and possibly to a significant level of public benefits as well, just to get by.
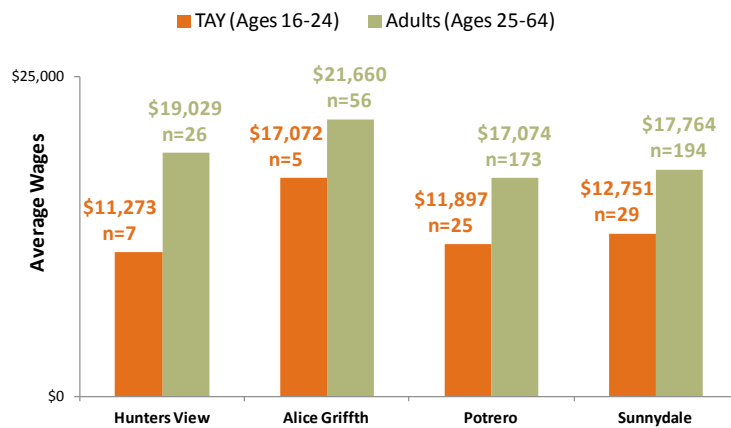
Engagement in Workforce Development Programs and Services

Workforce programs and services can support unemployed HOPE SF residents to remove workforce barriers, enhance job readiness, build skills, and land a job. There may well be some unemployed residents who need only light touch services (such as access to resources for self-directed job search). However, on-site staff have identified high rates of challenging workforce barriers among residents. Individuals facing these barriers typically benefit from high-touch services.

High-Touch and Light-Touch Services

"High-touch" services include (1) one-on-one supports from dedicated staff, and (2) trainings lasting multiple days or weeks, with curriculum tailored to specific population needs, and often involving individualized attention from trainers. They contrast with "light-touch" services in which participants pursue self-directed activities with minimal staff support, or participate in a training lasting only a few hours.

High-touch services are often the best fit for populations with multiple or challenging barriers to work, which is often the case for HOPE SF residents. Those with workforce barriers can benefit from individualized attention, and from curricula designed specifically to address their needs and challenges.

Unfortunately, the data show the very low engagement of HOPE SF residents in the more intensive, high-touch services that can potentially support them in reaching employment goals (see Exhibit 32).

There are reasons to believe that the data shown here underestimate the number of people engaging in high-touch services (see sidebar: *What is Missing from the Count of Participants in High-Touch Services*). However, even if the rate grew tenfold, still only one-fifth of the unemployed and non-disabled adults would show as engaging in high-touch services.

Exhibit 33 also shows that when HOPE SF residents visit One Stops, they overwhelmingly engage in self-directed job search when they are there – there are only a few who had an assessment done or worked with a case manager. Given the serious workforce barriers that residents have, such light-touch services are unlikely to provide them with the support they really need to achieve employment goals.

> ### What is Missing from the Count of Participants In High-Touch Services
>
> There are two reasons that the rate of participation in high-touch services is an undercount:
> - **Two important data sources are missing.** Evaluators were not able to gain access to databases that track (1) those participating in the Job Readiness Initiative (funded by the now-defunct SF Redevelopment Agency), and (2) those participating in high-touch programming funded by HSA.
> - **For the data source that tracks participants in programs funded by Community Development Block Grant (CDBG) dollars, residents were likely to be "missed" in the match.** The Total Grant Solutions (TGS) database houses data for those participating in CDBG-funded programs. TGS tracks participants by name rather than social security number. Due to the lack of a unique identifier, when the data must be matched to a master list by name, not all true participants are found.

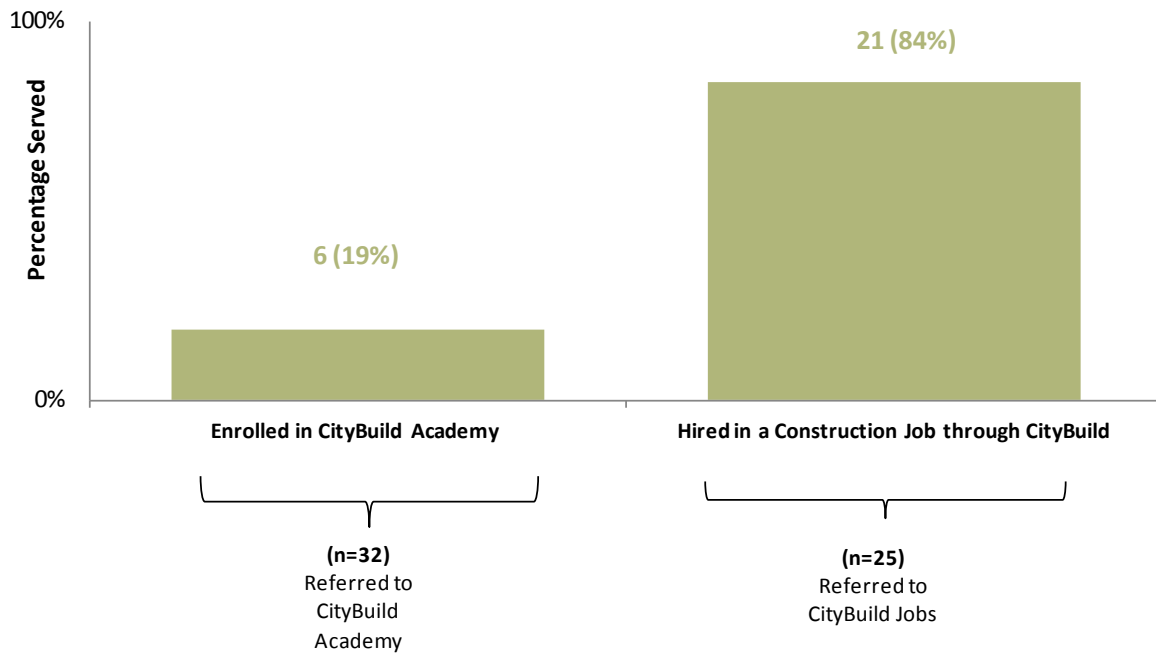## Exhibit 33. Engagement in Workforce Programming Adults[54]
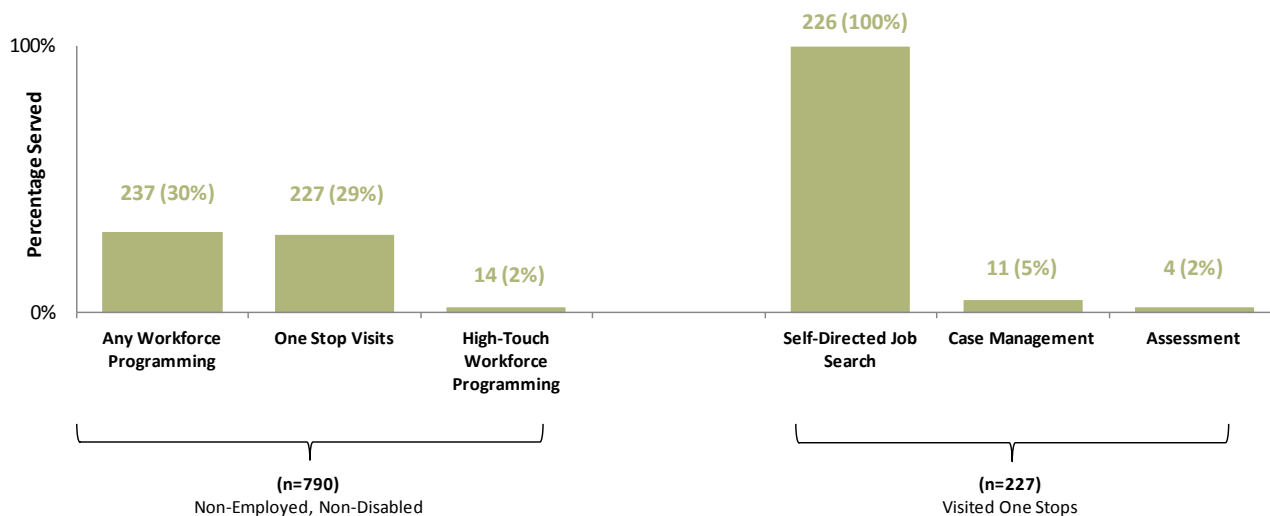
Data Sources: OEWD and MOHCD for high-touch services and HSA for One Stops data (FY 2010-11).

The exhibit below shows data on participation in the CityBuild program at Hunters View. CityBuild (described in detail in Appendix M), is a program that trains low-income San Franciscans in the

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[54] Some of those who engaged in workforce programming or who visited One Stops were actually employed at some point during FY 10-11, or were enrolled in SSI. However, these numbers are shown *as a percentage of* the non-employed, non-disabled group, because to show them as a percentage of *all* adults 25-64 the percentage would underestimate the rate at which people engage in these services, and would paint an unfairly bleak picture.

construction trade (through the CityBuild Academy), and also supports placement (for qualified applicants) in construction jobs.[55] These CityBuild data cover a 24-month period. The chart shows that the CityBuild program is having greater luck with actual job placement than with helping residents to enroll in CityBuild Academy. Of 25 people referred to construction jobs through CityBuild placement services, 21 were hired; but of 32 people referred to CityBuild Academy, only six have enrolled.

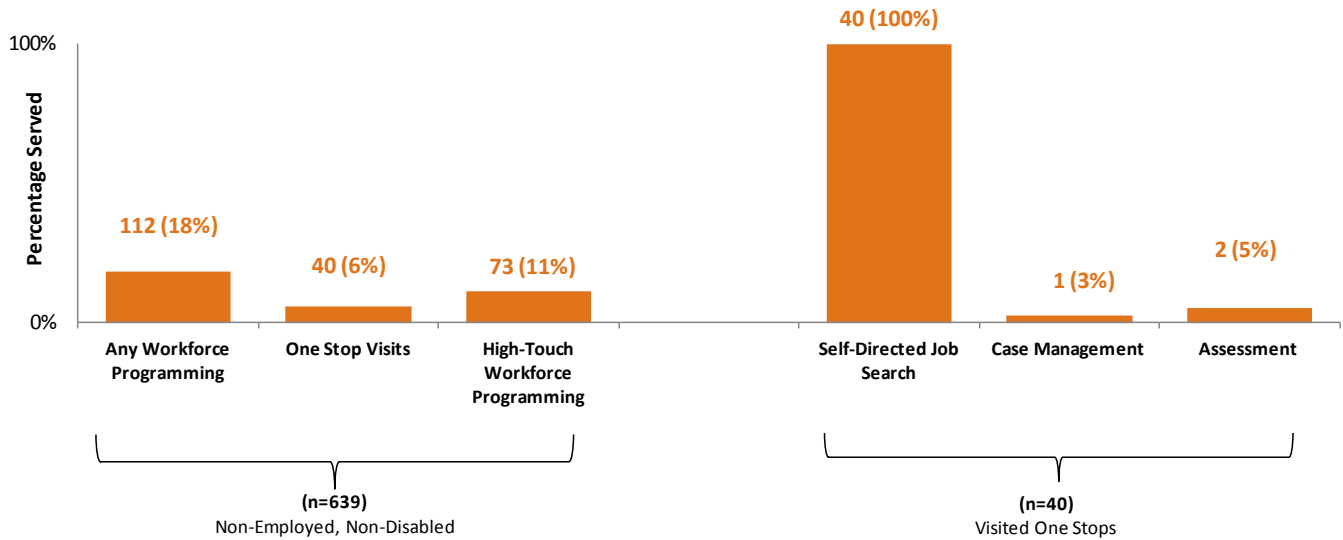## Exhibit 34. Engagement in CityBuild

Data Sources: CityBuild data are from TAAG (covering two fiscal years: 2010-11 and 2011-12).

Exhibit 35 shows that youth are much better engaged with the workforce system than are adults. Looking only at the more intensive workforce programming, 11% of youth participated in a program. And even this 11% figure "undercounts" the rate, because the TAY age range includes those who are still in high school, might be attending a post-secondary institution, or could be allocating their "program time" to other, non-workforce youth development programming. A *minority* of youth workforce engagement is with the One Stops; almost twice as many youth engage in more intensive programming than visit One Stops.

---

[55] Job-seekers do not have to graduate from CityBuild Academy in order to use the CityBuild job placement services.

Exhibit 35. Engagement in Workforce Programming: Transition-Age Youth

Bar chart showing Percentage Served on the y-axis (0% to 100%).

(n=639) Non-Employed, Non-Disabled:
- Any Workforce Programming: 112 (18%)
- One Stop Visits: 40 (6%)
- High-Touch Workforce Programming: 73 (11%)

(n=40) Visited One Stops:
- Self-Directed Job Search: 40 (100%)
- Case Management: 1 (3%)
- Assessment: 2 (5%)

Data Sources: OEWD and MOHCD for high-touch services and HSA for One Stops data (FY 2010-11).

Workforce Barriers for Adults

Multiple and very challenging workforce barriers are a major reason for low labor force attachment, as well as for poor workforce development program participation.

Of the barriers that HOPE SF residents face, some are logistical – such as the need for a driver's license or other ID, better access to transportation, or access to childcare. Others are "deep:" deeply ingrained behaviors or characteristics that are difficult to overcome, including poor physical and mental health, substance abuse, very low educational attainment, and justice system involvement. Logistical barriers are more surmountable than are deep barriers. This section describes the deep barriers that residents must contend with.

> One of the obvious challenges … is that a lot of the residents … have multiple barriers to employment. These include limited or no employment history, low levels of educational attainment – some of them don't have a driver's license, some of them have felony records, and substance use and addiction issues.
>
> *City Staff*

Low Educational Attainment

The low rates of post-secondary education in the HOPE SF population make the pursuit of well-paying jobs challenging, and residents who have not progressed past grade school are at an extreme disadvantage. While LFA Group does not have comprehensive information on the educational attainment of HOPE SF adults, LFA Group does have some educational data from One

> Some people we've seen, they even *have* their high school diploma, *and* they are reading at a third grade level!
>
> *City Staff*

Stop[56] Career Link Centers (those using One Stops must report their highest education level achieved). It is unlikely that these data adequately represent the true educational attainment of residents, since the information comes from the sub-group that visited One Stops. These data may *underestimate* the proportion of residents with higher levels of education because residents with more years of schooling are less likely to be out of work. Conversely, these data may actually *overestimate* those with greater attainment, because those with fewer years of schooling may be less motivated to seek work.[57] Nevertheless, One Stop data can paint a basic picture. It is clear that adults in HOPE SF developments have substantially lower levels of educational attainment than adult San Franciscans: 86% of San Franciscans over age 25 have a high school diploma, and 51% have a bachelor's degree.[58]

Exhibit 36. Low Educational Attainment:
Between 85% and 90% of HOPE SF Residents Have Not Gone beyond High School

Data Source: Human Services Agency: One Stop Centers
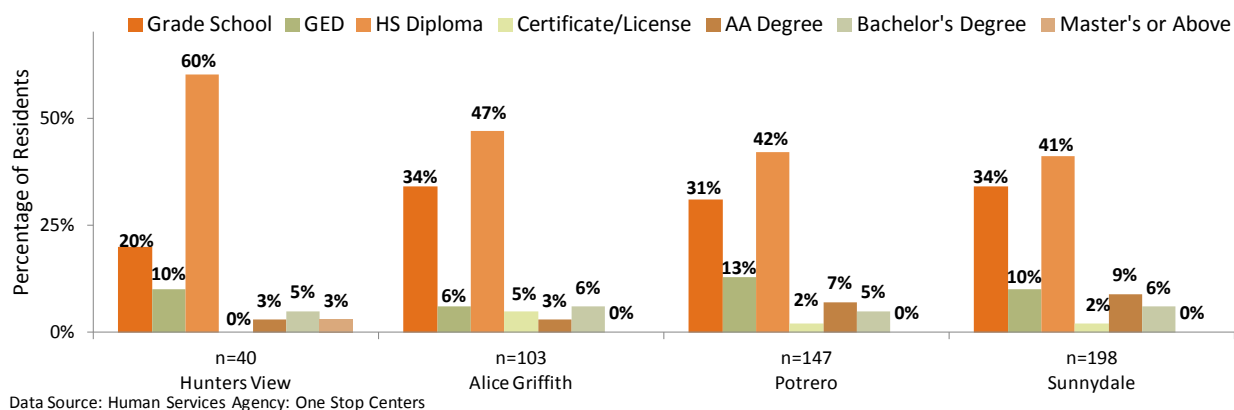
Poor Physical Health, Mental Health Issues, and Substance Use

Residents face significant health issues that have the potential to greatly impede their success in the labor market. When residents are in extremely poor health, they can qualify for SSI, but health problems present a serious barrier even for those who do

> What we deal with daily is the mental health. We have [seen] PTSD, schizophrenia, bipolar. [...] [Our clients] have a high rate of anxiety and substance abuse issues that are going to affect the ... type of job [they] can get.
>
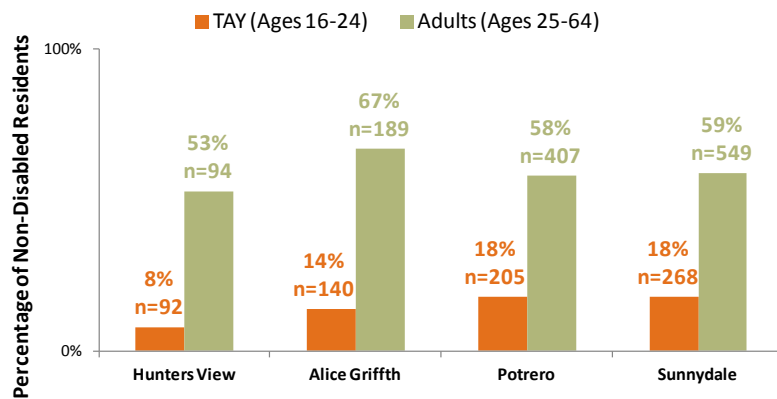> *Community-Based Organization Staff*

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[56] One Stops are centers throughout San Francisco that provide resources and services to job seekers.

[57] There is another source of data for educational attainment: service connection data tracking at Hunters View and Alice Griffith; these data show even fewer years of education. According to these data, out of 236 people for whom information is known: 53% have a high school diploma; 6% have a GED, and 41% have *neither* a GED nor a high school diploma. Of the 139 people with a GED or high school diploma, only three (2%) have additional years of schooling.

[58] U.S. Census Bureau, State & County QuickFacts: San Francisco County, California, http://quickfacts.census.gov/qfd /states/06/06075.html (June 10, 2012).

not qualify for this federal benefit. SFHA data reveal the prevalence of poor health. Exhibit 37 shows the percentage of youth and adults whom the SFHA classifies as disabled, even though they are not on SSI.[59] The rate is high, and as research on HOPE VI shows, poor health is a major barrier to employment. Mobility issues and depression, in particular, are strongly correlated with people becoming unemployed and/or not being able to gain employment.[60]

Exhibit 37. Poor Health among Residents Who Must Look for Work: Adult Residents *Not* on SSI, but Classified as Disabled by the Housing Authority

■ TAY (Ages 16-24) ■ Adults (Ages 25-64)

	Hunters View	Alice Griffth	Potrero	Sunnydale
TAY	8% n=92	14% n=140	18% n=205	18% n=268
Adults	53% n=94	67% n=189	58% n=407	59% n=549

Percentage of Non-Disabled Residents

Data Source: San Francisco Housing Authority

Justice System Involvement

Data on the percent of public housing residents with criminal records are not available, but clearly, justice system involvement is an issue at the HOPE SF sites. Several stakeholders brought up criminal history as a barrier to work. When people have a criminal record, it can be nearly impossible to connect them with private sector employment. For these individuals, the opportunity cost of engaging in workforce programming is even higher

> Having criminal records is a huge barrier. Very few private industry folks want to hire people with criminal records, especially if they have something to do with violence....
>
> *City Staff*
>
> [We need] somewhere where people could have their criminal records expunged. [...] [Criminal records are] a lot of the problems facing public housing residents.
>
> *Resident*

than for those without a criminal record: if one is already getting by financially in an underground economy and the chances of ultimately landing legitimate work seem slim, there is little incentive to participate in programs designed to enter the competitive job market.

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[59] The Housing Authority uses the following definition to classify household members as disabled: (1) a disability as defined in section 223 of the Social Security Act; (2) a physical, mental, or emotional impairment, which is expected to be of long-continued and indefinite duration, substantially impedes his or her ability to live independently, and is of such a nature that such ability could be improved by more suitable housing conditions; (3) a developmental disability as defined in section 102 of the Developmental Disabilities Assistance and Bill of Rights Act; or (4) AIDS or any condition that arises from the etiologic agent for AIDS. *Source:* U.S. Department of Housing and Urban Development, Family *Report Form HUD-50058 Instruction Booklet* (2004).

[60] Levy, D. K., and Woolley, M. (2007). "Relocation Is Not Enough: Employment Barriers among HOPE VI Families," Metropolitan Housing and Communities Center, Brief 6.

An Underdeveloped "Workplace Identity"

When speaking of some of the more intractable challenges of employment for HOPE SF residents, stakeholders quite commonly bring up what used to be called the "culture of poverty" – saying, for example, that HOPE SF sites lack a "culture of work" or that the problem is "just the culture and the mentality – not embracing work – it's so deep and such a profound barrier."

> A lot of [residents] are multi-generational public assistance families. The philosophy of employment in the traditional way has not been part of their upbringing. […] A lot of them are not accustomed to people ordering them around, and having to be there at 8:00 a.m. or they lose their job.
>
> *City Staff*

These "deep and profound barriers" are better understood as highly functional strategies that HOPE SF residents have adopted to navigate the incentives, constraints, and opportunities that they face every day. These strategies reflect

> Some [residents] lost their job because the work ethic wasn't there. The work ethic piece is the most important aspect of workforce development.
>
> *Site Staff*

collective learning about *what works* for getting along in an environment defined by a long history of social and economic exclusion. The cost of these strategies becomes quickly apparent, however, when residents look for work in the mainstream economy. Without a deeply embedded sense of how to follow a "workplace code," people with multiple workforce barriers often struggle with workplace rules, customs, and communication styles.

The Opportunity Cost of Engagement in Workforce Programming and in Mainstream Work

By the time a HOPE SF resident reaches adulthood, she has deep cumulative disadvantage due to many years of underinvestment in her human capital: her stock of knowledge, competencies, and skill sets that have value in the labor market. Residents live in an

> They have other choices [for making money aside from mainstream work]: you can stand on a street corner and pimp, or prostitute, or sell drugs, and you can make $200 in a day.
>
> *City Staff*

impoverished economic environment, without access to professional role models or to the types of networks that those in the middle class count on to build their careers. Given this context, it can make sense to pursue financial stability through engaging in the underground economy, which sometimes means homegrown entrepreneurial endeavors, such as selling cigarettes and candy out of one's home. But it can also mean much more dangerous employment – for example, sex work or the drug trade.

The history of social and economic exclusion that HOPE SF residents endure fosters a clear-eyed, rational calculation of the opportunity cost of mainstream jobs and of workforce training.[61] Residents have financially

> Residents are asking for stipends [for training programs]. To get people to stay and continue, there needs to be a stipend…. […] [Residents] find ways to get income. If they are not in the training program, they are figuring out ways to get money and the training program interrupts that.
>
> *Site Staff*

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[61] There is a "rational choice theory" school of thought in criminology, espousing the view that criminal behavior is a result of rational choices among alternatives. Rational choice is not the only *cause* of criminal behavior, but it can be a

viable alternatives to entry-level jobs – and those jobs do not necessarily look very attractive when residents can make much more money through other means. It is especially difficult to engage residents in unpaid training because the financial trade-off is even less attractive than it is for a job with a paycheck.

Given this context, it is understandable that residents could have a hard time engaging in a wholehearted, optimistic way in the workforce development system. With a lifetime of minimal investments in their human capital, they have no expectations of upward mobility – no confidence that investing in their *own* human capital will lead to a

> We also find it difficult to connect residents who have gone through this type of program before. […] Some residents think "what's the point, I'm not going to get a job, why should I go to this program?" So we have to … educate them that this process is necessary to ultimately get them a job.
>
> *Site Staff*

better life at some time in the future.[62] Residents sometimes have, then, a skepticism about workforce solutions.

Another deterrent to work is the fact that when wages rise, total income can actually *fall* (or rise very little) as workers lose their eligibility for certain benefits (e.g. food stamps). Losing food stamps can mean that children and parents will now go hungry – a cruel irony of becoming employed or getting a raise. Again, the incentive structure can make it rational to avoid work. As an article on self-sufficiency among public housing residents states: "For many, working simply does not pay." The authors quote a 1995 study of the Public Housing Authorities Directors Association, which said: "The highest marginal 'tax' rate is not paid by millionaires but rather by welfare-dependent public housing residents who accept a full-time minimum wage job."[63]

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powerful force within a context that offers a choice set in which "crime pays." See, for example, Pease, K., 2006. *Rational Choice Theory,* The Sage Dictionary of Criminology. London: Sage.

[62] Stone, C., and Worgs, D. (2004). "Poverty and the Workforce Challenge." In R. P. Giloth (Ed.), *Workforce Development Politics: Civic Capacity and Performance* (p. 275).

[63] W. Rohe and R. Kleit, "Housing, Welfare Reform, and Self-Sufficiency: An Assessment of the Family Self-Sufficiency Program," Housing Policy Debate; 10:2, Fannie Mae Foundation (1999).

Reluctance to Venture Far from Home

Another barrier to work and to participation in workforce programming is the reluctance to leave one's neighborhood or sometimes even the housing site. Most of this reluctance is about living in dangerous neighborhoods with high levels of crime and violence. For those with gang affiliation, it is risky to cross into rival gang territory. And in crime-ridden neighborhoods, being caught in the cross fire is always a possibility, even for those with no gang affiliations. In addition, several residents have spoken about their fear of leaving their homes for long predictable periods of time because someone might break into their units.

Reluctance, however, is also about a "learned insularity." It stems partly from a very real danger, of course, but also from a long experience of isolation from the rest of San Francisco. Many residents do not see the city outside of the housing development or neighborhood as "our city." By all accounts, residents have a strong preference for programs on-site and work very close by – their comfort zone is inside a highly circumscribed area.

> A lot of the residents are used to getting services on site. When it is time for them to go somewhere else we offer transport or a Clipper card. It is not the same as getting services on site. [...] A lot of people don't like to leave their comfort zone and this is where they are comfortable.
>
> *Site Staff*

> We don't have [workforce services] on the premises. [...] We should have something [here] instead of having to go off-site.
>
> *Resident*

> One young lady … she came home from work one day and her bathroom window had been busted out and they just trashed her house. [...] She's staying in a hotel now, she's scared to go back.
>
> *Resident*

> There's a little bit *too* much of a sense of "bring the job to me.…" [...] If we can find opportunities within the HOPE SF sites, we should have them. But it can't be: "he got the job on site and I didn't, so I'm not working."
>
> *Philanthropic Partner Staff*

Desire for "A Job, Any Job"

HOPE SF residents are eager for employment and tend to want that job right away. Because of historical economic exclusion, disadvantaged populations tend not to learn the mental habit of seeing a job as part of a longer career trajectory with graduated levels of accomplishment. The absence of this mental habit is also about current economic circumstance: disadvantaged populations typically need financial support right away. They usually lack the safety net often available to those higher up the economic ladder (e.g. financial support from family members and access to loans) – a safety net that allows people the breathing room they need to invest in their own human capital with the expectation of a future payoff.

> Every time … we have a townhouse meeting, and ask "what is the problem," and they say "jobs."
>
> *City Staff*

Given the circumstances of economically marginalized groups, *any* job is a win. The benefits of strategically pursuing training or a job that attaches to a career ladder are not immediately apparent, whereas the benefits of entering a job right away are clear. Residents usually do not think strategically about *which* job to get and often have little interest in the type of workforce programming that will get them job-ready and build their human capital. Residents expressed these

viewpoints to those developing the HOPE SF Economic Mobility Task Force (EMTF) recommendations. Residents "overwhelmingly expressed" to Task Force members that they prefer "rapidly connecting to paid employment, rather than progressing through pre-readiness, work readiness, and vocational training steps." Residents see the steps as hoops to jump through and told the EMTF that "such prerequisites can dampen enthusiasm for work and dissuade individuals from further engagement."[64]

Workforce Barriers for Transition-Age Youth

Youth have workforce barriers that are similar to those of adults. Many of them have very low educational attainment and are disconnected from the public school system. Many of them also are reluctant to venture far from home and have issues of substance use. And, according to one stakeholder close to

> Eighty percent of the [transition-age] clients come in [to workforce programs] failing a drug test…. Ninety-eight percent of it is weed. They're growing up in communities and families and a city where it's accepted and not questioned that you're smoking every day….
>
> *City Staff*

the issues of transition-age youth, about half of them are justice system-involved. They also have grown up in a social setting with few adults modeling the "workplace identity."

The key difference between youth and adults is that young people have simply not had as much *time* for counterproductive habits to become as deeply rooted. In addition, especially for youth still in high school, there is a window of opportunity to put them on the path to post-secondary education – a path that sets them up for greater career success.

A Word on Additional Workforce Barriers that are Part of the Larger Context

The discussion of workforce barriers has focused on barriers that exist at the level of the *person.* Clearly, additional structural forces create barriers: most notably, there are problems of the dangerous environment in which HOPE SF residents live (making it difficult to travel to work, and contributing to trauma), and a range of "social determinants of health" (including lack of safety) which contribute powerfully to poor physical and mental health. These contextual barriers are important, but beyond the scope of this paper. For issues of safety, see the previous chapter on safety in this report. To read a discussion of the social determinants of health at HOPE SF sites, see *Health Task Force: Recommendations to the Campaign for HOPE SF Steering Committee.*[65]

The Need for Workforce Development Systems Change

It is clear from residents' low levels of accomplishment in the labor market that the workforce development system is not yet serving job seekers from HOPE SF well. As HOPE SF stakeholders have diagnosed, workforce challenges so widespread cannot be resolved with one-off solutions but rather must be approached systemically. Consequently, the system's capacity to serve HOPE SF residents well is part of a larger issue: its capacity to serve the high-barrier segment as a whole. For this reason, this chapter focuses mostly on how the workforce system is set up (and not set up) to effectively serve San Francisco's high-barrier segment. At the same time, it is important to remember that within the high-barrier segment, residents may tend to have the most, and the most

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[64] *Campaign for HOPE SF Economic Mobility Task Force: Recommendations to the Steering Committee*, October 2011 (p. 16).
[65] Retrieved from: http://www.pachealth.org/docs/HOPE_SF_Health_Task_Force_Report_February2012.pdf.

challenging, barriers. In addition, there are some aspects of the workforce system that are entirely specific to HOPE SF, and the chapter addresses those as well.

The next section explores San Francisco's workforce development system, providing a general "lay of the land" of the programs and services that are available to serve HOPE SF residents.
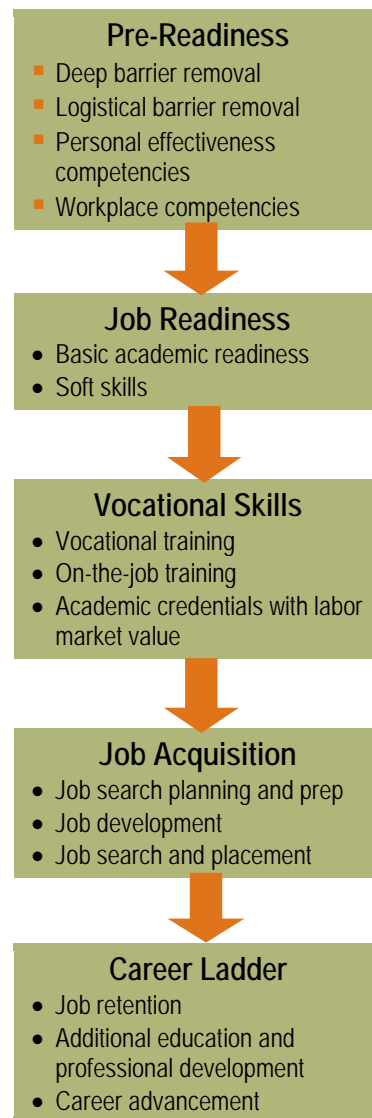
San Francisco's Workforce Development System: A Basic Lay of the Land

This section provides an overview of the workforce development system. It shows how different job seekers might make their way through the array of programs and services; short descriptions of the major types of programming are found in Appendix M (for adults) and Appendix N (for transition-age youth). San Francisco's workforce system is multi-faceted and complex, so one goal of this section is to provide the reader with a roadmap. The overview presented here should make it easier for the reader to understand upcoming sections which will address where the system is and is not working for HOPE SF youth and adults.

The Workforce Development System as a Set of Pathways

What *is* a workforce development system? One straightforward approach to the concept is to think of the workforce development system as a set of **pathways.** A workforce pathway comprises a set of workforce development programs and services designed to move clients through a progression of steps: pre-readiness, job readiness, vocational skill building, job acquisition, and advancing up a career ladder. People can enter the pathway at different points, depending on their needs and assets. As they move through the steps, they (ideally) accumulate human capital and prepare for success in landing a job and building a career.

Remember that how actual people *move through* the pathway will not be linear – and is not even intended to be. Different types of programs and services may be bundled, and so people can work on multiple "steps" at the same time. Iteration of steps is also often very productive: people may become employed, but then continue to build their skills by going back to school for a credential.

Pre-Readiness
- Deep barrier removal
- Logistical barrier removal
- Personal effectiveness competencies
- Workplace competencies

Job Readiness
- Basic academic readiness
- Soft skills

Vocational Skills
- Vocational training
- On-the-job training
- Academic credentials with labor market value

Job Acquisition
- Job search planning and prep
- Job development
- Job search and placement

Career Ladder
- Job retention
- Additional education and professional development
- Career advancement

Workforce Development Pathways Available to Adults: The Basic Landscape

What are the workforce programs and services that adults can potentially access? This section gives an overview of the pathways available to adults. It does not capture the *complete* landscape, but it includes programs and services funded by the two departments that supply most of the public funding for adult workforce programming in San Francisco:
- The Human Services Agency (HSA), and
- The Office of Economic and Workforce Development (OEWD).[66]

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[66] Included in the programs funded by OEWD are programs funded with Community Development Block Grant (CDBG) dollars (CDBG funds are granted by the federal department of Housing and Urban Development). MOHCD is the agency

Excluded are programs funded by other public sources (e.g., the Department of Public Works, the Public Utilities Commission, San Francisco International Airport), as well as programs *not* supported by public funding.

The landscape also includes an important component of the workforce system that is specific to serving HOPE SF residents (and funded by the Mayor's Office of Housing and Community Development, MOHCD): on-site service connectors.[67] Service connectors seek to reach every HOPE SF household, building trust, identifying service needs, and connecting residents to service providers in the neighborhood and throughout the city. Service connection has a special focus on workforce development: sites have a service connector who works as an employment specialist, and works to support all residents interested in employment to engage in career preparation and/or job placement activities.

The workforce programs and services divide into **three major pathways for adults**:

1) **A pathway for the publicly assisted high-barrier segment.** This pathway is available only to those enrolled in certain public benefits: CalWORKs and CAAP. HSA administers CalWORKs and CAAP, and accordingly funds the programs and services in this pathway.
2) **A pathway for the high-barrier segment that all can access.** This pathway includes programs and services funded by OEWD, and is available to all San Franciscans (provided that they meet program-specific eligibility requirements). Programs and services are tailored to the needs of disadvantaged job-seekers.
3) **A pathway for the low-barrier segment that all can access.** Most of the programs and services in this pathway are funded by OEWD; three One Stop Career Centers are also funded by HSA. Again it is available to all San Franciscans who meet program-specific eligibility requirements, and these programs are designed for a segment that tends to have lower needs and a higher level of skill.

Appendix M provides more detailed information on the programs and services in each pathway, but the sections below give a high-level overview.

Programs and Services in Adult Pathway 1: HSA-Funded, Tailored for the High-Barrier Segment

- **Case Management.** HSA case managers provide support for removing workforce barriers – for example, by connecting parents with childcare, or by providing referrals to mental health or substance use services.
- **Jobs PLUS.** HSA clients have access to Jobs PLUS, a six-week job readiness and supportive employment services program.
- **JOBS NOW!** The JOBS NOW! program offers three tiers of subsidized employment: (1) the Community Jobs Program (six to nine months of transitional employment); (2) the Public Service Trainee Program (on-the-job training in six-month engagements); and (3) the Employer Subsidy Employment Program (jobs with participating employers, which receive a $5000 subsidy for employing HSA clients).

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that administers the CDBG program, but OEWD administers CDBG programs in the area of workforce development. Therefore, even though the dollars originally come to MOH, they are included in OEWD funding. See *http://www.oewd. org/media/docs/WorkforceDevelopment/wd_rfp/RFP113/RFP%20113%20FINAL.pdf* (p. 14).

[67] For more information on service connection, see the service connection chapter of this report.

Programs and Services in Adult Pathway 2: OEWD-Funded, Tailored for the High-Barrier Segment

- **Comprehensive Access Point (CAP).** The CAP, located in the SOMA neighborhood, provides a broad range of services and is designed for universal access. Some of its services fit the needs of the high barrier segment – especially: guided referral to services and workforce programs, job and workplace readiness training, and educational assessments and referrals to approved educational service providers.

- **NeighborhoodWorks Access Points (NAPs).** NAPs are designed to build on established neighborhood CBOs, to provide more disadvantaged community members better access to the workforce system. Services include wraparound services to help job-seekers address barriers, connection to an academic skills provider, and job readiness training. NAPs have been funded in all three HOPE SF neighborhoods.

> ### Who Can Access HSA-Funded Workforce Programming?
>
> HSA funds and provides workforce programming for those participating in two of its public benefits programs: CalWORKs and CAAP. **CalWORKs** is California's version of the federal welfare-to-work program for low-income adults with dependent children. Clients receive a monthly cash grant funded in part by the federal government's Temporary Assistance for Needy Families (TANF) program. Those enrolled in CalWORKs must meet a work requirement to continue receiving their benefit payments – but may also participate in training or education. They may also be granted temporary exemptions from the work requirement. **County Adult Assistance Programs (CAAP)** is unique to San Francisco and is the general assistance programs for indigent adults without dependent children. CAAP determines eligibility and issues benefits to clients who are not eligible for other state or federal cash aid programs, and assists clients to obtain federal SSI benefits as appropriate. Those enrolled in CAAP can participate in **Personal Assisted Employment Services (PAES)**.
>
> The number of HOPE SF residents who are between ages 25 and 64, are *not* on SSI *and* are enrolled in CalWORKs *or* CAAP is 394, or 30% of the total number of adults not on SSI.[68]

- **Hospitality Initiative Services.** OEWD has designed this set of services to provide San Franciscans with lower levels of educational attainment access to jobs and career ladders in the hospitality industry. These services include job readiness training, vocational skills training, and employment referrals.

- **CityBuild Partnership for HOPE SF.** CityBuild a program designed to support disadvantaged San Franciscans to build a career in the construction trades. It includes: (1) the CityBuild Academy, an18-week pre-apprenticeship training designed to prepare people for employment in a variety of skilled trades; and (2) CityBuild's Employment Network Services, which refers a list of potential workers for construction contractors to interview and choose a candidate. The program is actually tailored for those with low barriers, since it requires a GED or high school diploma, the ability to pass a drug test, and a strong work ethic. However, in accordance with a HUD regulation stipulating that public housing residents should benefit from public housing rebuilding, CityBuild prioritizes HOPE SF residents for construction jobs resulting from the HOPE SF rebuild. CityBuild has therefore developed a special partnership designed to target HOPE SF residents. For this reason, the CityBuild partnership is included in the high-barrier segment pathway.

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[68] One reason that more residents are not enrolled in CalWORKs is that they have timed out (during the time period for the data examined in this paper, the lifetime limit for CalWORKs was 60 months). Families in public housing are over-represented among those who have timed out of CalWORKs (see Gerth, E., 2012, *Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond,* Prepared for the City and County of San Francisco).

- **Transitions SF.** Transitions SF is a job training and transitional employment program targeted to non-custodial parents who are not able to make their child support payments.
- **Re-Entry Services.** The Re-Entry Program Navigator assists job seekers with criminal backgrounds to navigate the challenges of balancing returning home and preparing to re-enter the workforce.

Programs and Services in Adult Pathway 3: OEWD- and HSA-Funded, Tailored for the Low-Barrier Segment

- **Comprehensive Access Point (CAP).** Because the CAP is designed for universal access, its range of services includes some tailored for the low-barrier segment. These include self-directed job search, connecting clients with vocational skills training opportunities, job placement, and developing a qualified job applicant pool that can respond to business hiring needs.
- **Sector Access Points (SAPs).** SAPs connect job-seekers with sector-focused job training and services. There are four Sector Academies that prepare San Franciscans for jobs in sectors that are strong, growing, and provide access to career ladders: CityBuild (for the construction sector), the Healthcare Academy (for health sector), TechSF (for the information and communications technology sector), and Hospitality Initiative Services (for the hospitality sector).
- **One Stop Career Centers.** HSA funds four universal access career centers (at the HSA building in the SOMA neighborhood, one in Bayview-Hunters Point (1800 Oakdale), one in the Mission District (3120 Mission), one in the Van Ness/Civic Center area (801 Turk)). These mostly offer resources for self-directed job searches, although they also offer assessment and case management services, and connect job-seekers with other programs and services in the City.

Exhibit 38 below illustrates these workforce pathways, showing the "steps" in the workforce development pathway associated with each program. It is designed to provide a bird's-eye view of the workforce development system and can serve as a touchstone for the reader when delving into details about each pathway.

Exhibit 38. Workforce Development Pathways

Pathway	Program/Service	Pre-Readiness	Job Readiness	Vocational Skills	Job Acquisition	Career Ladder
Pathway 1 Accessible to Benefits Recipients Only; Tailored for the High-Barrier Segment	Barrier-Removal Support (HSA Case Managers)	✓				
	Jobs PLUS	✓	✓			
	JOBS NOW! Community Jobs Program (Transitional Employment)	✓	✓	✓	✓	
	JobsNOW! Public Service Trainee Program			✓	✓	
	JobsNOW! Employer Subsidy Employment Program			✓[a]	✓	✓
Pathway 2 Tailored for the High-Barrier Segment	Barrier-Removal Support (Service Connectors)	✓				
	Comprehensive Access Points	✓	✓	✓[b]	✓	✓
	Neighborhood Access Points	✓	✓		✓	✓
	CityBuild Partnership for HOPE SF			✓	✓	✓
	Hospitality Initiative Services[c]		✓	✓	✓	
	Transitions SF	✓	✓	✓	✓	
	Reentry Services in One Stops					
Pathway 3 Tailored for the Low-Barrier Segment	Comprehensive Access Point			✓[a]	✓	✓
	Sector Access Points			✓	✓	
	CityBuild			✓	✓	
	Healthcare Academy			✓	✓	
	Tech SF			✓	✓	
	Self-Directed Job Search				✓	

a. Some, but not all, of those participating in the Employer Subsidy program receive on-the-job training and thus increase their vocational skills.

b. The CAP does not offer vocational skills training; it develops training contracts with employers and providers and connects clients with these training opportunities.

c. Sector Academies, except CityBuild customized for HOPE SF, typically are not tailored for the high-barrier segment. However, the Hospitality Sector Academy has lower skill requirements than the other Academies and also includes job readiness training.

Delineating three distinct pathways provides important context for understanding the effectiveness with which the system serves HOPE SF residents. In particular, it is important to remember (1) that unless residents are enrolled in CalWORKs or CAAP/PAES, they cannot access workforce

development programs funded by HSA; and (2) that most of the resources that OEWD invest in vocational skills training is invested in Sector Academies:[69] programs mostly tailored for the low-barrier segment.

Workforce Development Pathways Available to Youth: The Basic Landscape

Turning to the workforce pathways available to youth – again, this section does not show the complete landscape, but includes programs and services funded by the three departments that supply most of the public funding for adult workforce programming in San Francisco:

- The Department of Children, Youth, and Their Families (DCYF),
- The Office of Economic and Workforce Development (OEWD), and
- The Human Services Agency (HSA).

Distinguishing the TAY pathways from the adult pathways is the much stronger focus that TAY pathways have on education. TAY workforce programs often seek to integrate educational services into workforce services, and program outcomes often include improvements in educational attainment in addition to employment.

The workforce programs and services divide into **three major pathways**:

1) **A pathway that is mostly for youth ages 14-17, and mostly for "off-track" youth.** This pathway comprises programs funded by DCYF. DCYF's workforce programs for youth do serve youth through age 21, but most of them programs serve youth through age 17. In its most recent round of funding, DCYF acted on its findings that the most under-served youth are those that are "off-track" and justice system-involved. Therefore, many of the programs it funded serve these youth.

2) **A pathway for youth ages 18-24.** This pathway mostly comprises programs funded by OEWD, which tends to focus its funding on older TAY. This includes Young Adult WorkLink Access Points, the RAMP program (Reconnecting All through Multiple Pathways), and Sector Bridge. HSA also supports youth in this age group with Youth Employment Services. HSA funds two CBOs to support youth in this age group enrolled in CAAP.

3) **A pathway for system-involved youth ages 18-25.** This pathway is actually made up of just one major program led by the Mayor's Office: Interrupt, Predict, Organize (IPO). Two major components of IPO are year-long transitional job placements at the Department of Public Works, and workforce development services provided by two CBOs (with the funding for these services coming from HSA).

> ### Work Investment San Francisco (WISF): The Vision for Serving Youth
>
> The WISF's Youth Strategies are anchored in building partnerships across the education and workforce systems to effectively re-engage disconnected youth in education and work…. The goals of these partnerships are to:
> - Reduce high school dropout rates;
> - Help young adults understand career pathway options and graduate prepared for postsecondary vocational training, further education, and/or a career; and
> - Encourage the attainment of post-secondary degrees and other credential valued by local and regional employers.
>   *-Workforce Strategic Plan: 2013-2017 (Draft), p. 56*

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[69] The breakdown of OEWD's recommended funding for 2013-14 is as follows: 47% for Sector Programming, 22% for Neighborhood Access Points, 17% for Young Adult Strategies, and 14% for the Comprehensive Access Point that it will contract with CBOs to run.

Appendix N provides more detailed information on the programs and services for TAY, but the sections below give a high-level overview.

Programs and Services in Youth Pathway 1: DCYF-Funded, Mostly Tailored for "Off-Track" Youth, Ages 14-17

- **Workforce Programs Offered by Neighborhood CBOs.** DCYF funds several District 10 neighborhood CBOs that are active in serving HOPE SF residents in: the Bayview YMCA, Young Community Developers (YCD), and Hunters Point Family (HPF). YCD and HPF are funded to provide workforce development programs to system-involved youth.
- **Citywide Workforce Programs.** DCYF also funds 16 citywide programs, several of which HOPE SF youth access: notably the Conservation Corps transitional employment program and MYEEP (the Mayor's Youth Employment & Education Program). DCYF also funds a citywide program at the Exploratorium in which youth are employed as "explainers," and with funding from the Salesforce Foundation, District 10 youth will be recruited for this program.

Programs and Services in Youth Pathway 2: OEWD-Funded, Mostly Tailored for Youth Ages 18-24

- **Young Adult WorkLink Access Points.** These Access Points provide skill-building training tailored to the needs of those in the 18-24 age group, serve as feeders to post-secondary education and to Sector Academies, and link young adults to competitive employment.[70]
- **RAMP.** Youth in RAMP participate in: (1) a 12-week job readiness training to help them develop workplace competencies; (2) transitional employment or other work-based learning experiences; (3) "safety-net" case management for those who do not successfully complete the job readiness training; and (4) placement services that support hiring into an unsubsidized job.[71]
- **Sector Bridge.** OEWD funds these programs to serve as feeders to post-secondary education and/or the Construction, Healthcare, and Information Technology Sector Academies.[72]
- **Youth Employment Services.** HSA funds neighborhood CBOs to provide workforce services to youth ages 18-24 who are enrolled in CAAP. Employment activities may include vocational training, computer skills training, GED preparation, and barrier remediation activities such as substance abuse counseling.[73]

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[70] OEWD Workforce Strategy, RFP #113 Funding Recommendations, Workforce Investment San Francisco, March 27, 2013. Retrieved from: http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CCwQFjAA&url=http%3A%2F%2Foewd.org%2Fmedia%2Fdocs%2FWorkforceDevelopment%2Fwisf%2FWISF%2520Board%2F2013%2F3.27.2013%2FItem%25203_WISF%2520RFP%2520Presentation%25203-27-13.pdf&ei=K3vfUc_pNsbKiwKqnYDQBw&usg=AFQjCNE3H_cr7ada4XVT8PbkyRQruSnHWw&bvm=bv.48705608,d.cGE

[71] DRAFT Workforce Strategic Plan: 2013-2017, Workforce Investment San Francisco. Retrieved from: http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=3&ved=0CDUQFjAC&url=http%3A%2F%2Fwww.workforcedevelopmentsf.org%2Faboutus%2Fimages%2Fstories%2FAboutUs%2FProviderResources%2FLocal_Plan%2Ffinal%2520-%2520wisf%2520local%2520plan%25202013-17%2520draft.pdf&ei=Kn7fUYKwAoXAigK9-IC4Cg&usg=AFQjCNGUdzrvcL29rRL_bslSERVSFEtxhQ&bvm=bv.49147516,d.cGE

[72] DRAFT Workforce Strategic Plan: 2013-2017, Workforce Investment San Francisco.

[73] HSA memo, May 18, 2013. Retrieved from http://www.sfhsa.org/3638.htm.

Programs and Services in Youth Pathway 3: Focused on TAY Ages 18-25, who are System-Involved, or at Risk of Becoming System-Involved

- **Interrupt, Protect, Organize (IPO).** The IPO is an anti-violence initiative launched in summer 2012. The "organize" component of IPO is workforce training and a year-long employment opportunity for individuals who are seen as highly likely to be involved in violence or crime. This aspect of IPO is partially based on a program run by the Department of Public Works (DPW) and TURF (a local nonprofit organization) at Sunnydale, which targeted young men in need of transitional employment opportunities.

The Labor Market Context and the Scarcity of Opportunity-Rich Jobs
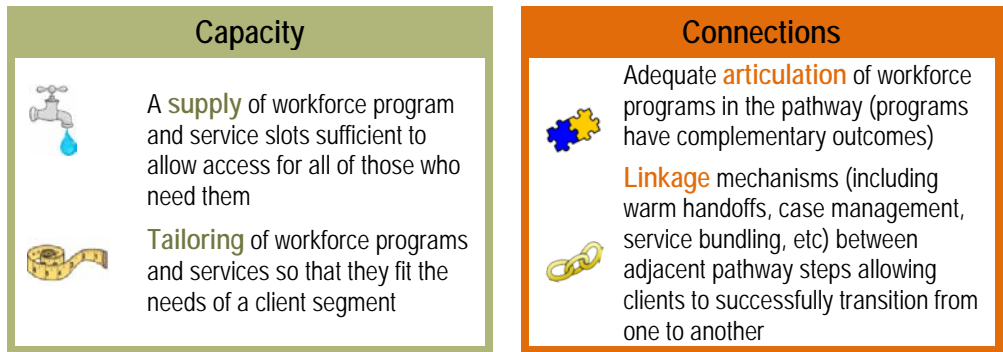
Workforce programs want its clients to land opportunity-rich jobs which will allow clients to move up a career ladder and earn living wages. But the workforce development system does not function in a vacuum – its ability to succeed is deeply dependent on the jobs available in the competitive labor market. In this bifurcated labor market that exists nationwide and is especially acute in San Francisco, there are plenty of jobs at that require little skill, but these jobs are ultimately dead-end ones that offer very low pay and little to no upward mobility. These jobs ultimately will not support very low-income families to escape poverty.

Because of this context, and because the human capital levels simply do not match the demands of the middle- and high-skill jobs, the workforce development system finds itself in a catch-22 – especially for adults. Clients usually want to become employed immediately due to financial concerns, and have little or no interest in taking the time to invest in their own human capital. They are often reluctant to engage in education for other reasons: earlier in their lives they were not successful, and so do not feel motivated to try again. However, due to the reward structure of the labor market, if people skip over this step they are unlikely ever to make above poverty wages. This is a deep conundrum that must be addressed if the employment outcomes for HOPE SF residents are to see significant, community-changing improvement.

The next two sections examine where the workforce development pathways are working well for HOPE SF youth and adults, and where they may not ultimately be serving HOPE SF residents' goals.

Where the Workforce Development System Is (and Is Not) Effective for Adult Residents at HOPE SF Sites

The set of workforce pathways that compose the workforce development system are functioning well if they have **sufficient capacity** and **effective connections:**

<table>
<tr><td>

Capacity

A supply of workforce program and service slots sufficient to allow access for all of those who need them

Tailoring of workforce programs and services so that they fit the needs of a client segment

</td><td>

Connections

Adequate articulation of workforce programs in the pathway (programs have complementary outcomes)

Linkage mechanisms (including warm handoffs, case management, service bundling, etc) between adjacent pathway steps allowing clients to successfully transition from one to another

</td></tr>
</table>

If the pathways were functioning perfectly for the high-barrier segment, there would be enough program and service slots to accommodate need, programs and services tailored to the needs of the residents would be available, and residents would be able to easily transition from one program or service to the next – eventually transitioning to successful employment that connects to a career ladder. Alignment between the workforce system and the larger labor market context is also necessary for pathway success. Ideally: (1) there is a match between the jobs for which the programs can prepare people, and the jobs available in the labor market; and (2) the jobs available pay living wages and offer the opportunity for advancement.

The ideal pathways are not of course yet in place for the high-barrier segment in general and for HOPE SF residents in particular. This section describes the pathways available and explores the ways in which they do –

> A full continuum of [workforce development] services, from prevention to intervention, is not available [to residents]. The model's not set up that way. Workforce has big gaps.
>
> *City Staff*

and do not – serve the residents well. The sections that follow each discuss specific aspects of the pathways, and at the top of these descriptions are summaries designed to show the reader at a glance where the pathway steps of connections are doing well, or need improvement. Next to the symbols for **supply, tailoring, articulation,** and **linkage,** are these symbols:

To what extent are workforce development pathways functioning effectively *for HOPE SF residents*?

Not Functioning Effectively	Room for Growth in Effective Functioning	Functioning Effectively
🔴	🟡	🟢

The "traffic light" icons are not meant to be rigorous measures, but rather a simple shorthand to signal how effectively specific sections of the workforce development pathways are functioning for HOPE SF residents. These quick assessments point to how well the workforce development system is able to support the high-barrier segment in general, and HOPE SF residents in particular.

Where Workforce Development Pathways are Working Well for HOPE SF Residents

The workforce development pathways serve HOPE SF residents well in many ways. First, several effective programs and services are available to HOPE SF residents enrolled in CalWORKs and CAAP. HSA intentionally designs its programs and services for people with multiple workforce barriers:

Barrier removal is part of HSA's case management model, and HSA case managers and employment specialists are well trained to support barrier removal.

HSA staff has the training and enough bandwidth to provide case management, connecting job seekers with the appropriate workforce programming and ensuring that clients successfully follow through on referrals and connect to programs.

HSA's JOBS NOW! program includes transitional employment and subsidized employment – two models that are well tailored to the high-barrier segment.

Second, HOPE SF has built and catalyzed some workforce system enhancements:

Access into the system has expanded due to the program referral efforts of service connectors (including some coordination with HSA case managers and employment specialists).

The supply of pre-readiness supports (such as barrier removal) has expanded, also due to the efforts of service connectors.

CityBuild has dedicated OEWD staff capacity specifically to coordinating with Hunters View service connectors, and has targeted HOPE SF residents as a priority population.

> **HOPE SF Residents' Access to Workforce Programs Funded by HSA**
>
> Eight hundred and forty HOPE SF residents are of working age, not on SSI, and are unemployed. Of these, 324 (38%) are enrolled in at least one of two entitlement programs: CalWORKs or CAAP. Enrollment in these programs gives residents access to HSA workforce development programming.

HSA Case Management Support

- Barrier removal is part of HSA's case management model, and HSA case managers and employment specialists are well trained to support barrier removal.
- HSA staff has the training and enough bandwidth to provide case management, connecting job seekers with the appropriate workforce programming and ensuring that clients successfully follow through on referrals and connect to programs.

Barrier Removal

An important aspect of tailoring is providing residents with barrier-removal services; high-barrier clients need to address deep barriers so that they can participate effectively in workforce programming. HSA's workforce programming is set up to help clients address these barriers: case managers can exempt clients from their work requirement until they have addressed barriers, and case managers are skilled in providing

> If you are strung out on heroin, you need to go to rehab. If you're sick, or depressed, or if you are in a domestic violence situation…, then you need to get that piece taken care of. The barrier removal is what needs to happen first. [HSA] exempts people from having to look for a job. They have a certain amount of time to take care of that.
>
> *City Staff*

referrals to community services, as well as in ensuring that clients actually engage successfully with those services.
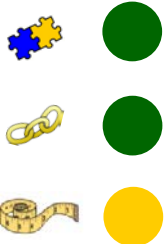
Case Management

It is widely recognized that those with multiple workforce barriers need high levels of support from professionals who can encourage them, help them set and meet goals, and provide guidance for navigating the workforce system. HSA case managers and employment specialists work one-on-one with clients (although caseload sizes do not always enable them to provide the intensive level of individualized attention that clients need). HSA also attaches an additional layer of contracted case management to its transitional employment program (the first tier of JOBS NOW!), so that clients with the greatest need can benefit from this extra support.

> Just giving people information or places to go is not effective, particularly for isolated or disengaged families.... I believe the most effective strategy is through relationships and a warm handoff approach. [...] If you're making a transition to another agency..., you remain ... in place, working with that family on the ground at that site ... to smooth that transition to make sure that family is fully engaged with that program.... And that family knows that if they run into trouble, you're right here, they can check in with you, maybe even you are checking back [with them] once a month.
>
> *City Staff*

The JOBS NOW! Program

- HSA's JOBS NOW! program includes transitional employment and subsidized employment – two models that are well-tailored to the high-barrier segment.

Transitional Employment as Part of JOBS NOW!: A (Mostly) Well-Tailored Program

As part of its JOBS NOW! program, HSA offers to its high-barrier clients the Community Jobs Program (CJP): a transitional employment program. Transitional employment models are a promising workforce development practice for high-barrier populations.[74] They offer temporary paid employment, building employment with other workforce services, such as case management, barrier removal, training in workplace competencies, adult basic education, hard skill building, and job placement assistance.

> The most successful programs are transitional employment. They get a job: "you come to work tomorrow." We give you every chance.
>
> *City Staff*

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[74] HOPE SF leadership has already recognized the potential of transitional employment models for residents and made transitional employment one of the centerpieces of the Economic Mobility Task Force recommendations.

Transitional employment offers valuable workplace experience in a sheltered environment, in which program staff and workplace supervisors are willing to work through challenges and support learning (whereas in competitive employment, employees run the risk of being fired

> The most successful approaches are transitional employment.... [...] People need to have the opportunity to work and gain job experience, and then learn how to have and keep a job, in terms of showing up every day on time, and learning what it means to be an employee.
>
> *City Staff*

for unprofessional behavior or an inability to carry out tasks). Transitional employment can also avoid the pitfalls of connecting residents to "just any job" with minimal focus on building human capital for the longer term.

HSA has found that transitional employment works very well for its clients with multiple workforce barriers. But as successful as CJP may be with many clients, the transitional employment model may need additional tailoring for HOPE SF residents. The need for additional tailoring is discussed below in the section addressing where workforce pathways could serve HOPE SF residents more effectively.

Subsidized Employment

Subsidized employment is a good fit for HOPE SF residents if it includes wraparound services that can support residents in continuing to work on their workplace competencies and other job readiness issues. JOBS NOW! offers a

> A lot of folks in the HOPE SF communities don't want to go to training programs – they want a job. [...] So subsidized employment can be a really powerful strategy.
>
> *Philanthropic Partner Staff*

subsidized employment program. Those enrolled in benefits programs can apply for jobs with companies that have signed up to be JOBS NOW! employers. HSA clients apply for the job just as they would any other job in the private labor market, and employers make selection decisions. However, employers have an incentive to hire a JOBS NOW! applicant because they receive a $5,000 subsidy over the first five months of employment.

HOPE SF Has Built and Catalyzed Workforce System Enhancements

- Access into the system has expanded due to the program referral efforts of service connectors (including coordination with HSA case managers and employment specialists).
- The supply of pre-readiness supports (such as barrier removal) has expanded, also due to the efforts of service connectors.

Expanded Pre-Readiness Supports and Program Access due to Service Connection

The HOPE SF service connection model is a critical component of the workforce development system that residents access.[75] Service connectors take on some of the case manager roles – helping with barrier removal and connecting residents to the broad array of workforce programs and services available in San Francisco. For residents enrolled in entitlement programs and

> If I have a resident on CalWORKs, I will attempt to contact their HSA case manager. [...] When I reach out to [the case manager], I try to figure out how active the resident is in the process to get employment, for example if the case manager hasn't seen them in a while.... [I] use this information from the case manager to identify and try to remove the resident's barrier.
>
> *Site Staff*

already working with HSA staff, service connectors reach out to case managers and employment specialists to coordinate supports for the resident.[76]

Expanding Connections within Workforce Pathways

Service connection creates a new mechanism for an entry point into the system. Service connectors are on site to provide a link to services available in the City that residents would not seek out without the help of someone to provide the referral and encouragement to follow through. In the survey administered to CBOs providing services to HOPE SF residents, five out of the six workforce CBOs reported that they interact with site staff. Site staff

> With the Bayview YMCA having two service connectors, and TURF doing outreach so that people know about service connectors, [and with service connectors] who can refer to a much deeper, wider range of services available through the new Visitacion Valley Family Services Collaborative, which is robustly funded by the city's Family Resource Center initiative: that's a new service ecosystem. [...] Social services ... have a presence that workforce development can work with.
>
> *City Staff*

provide referrals, post CBO program information flyers on-site, help CBO staff find opportunities to present information to residents at site events, and support client outreach effort. In addition, at each site, either one or two CBOs provide some on-site services.

The CityBuild Partnership: Increased Service Supply and Access to Construction Jobs

- CityBuild has developed a partnership (including OEWD, service connectors, neighborhood CBOs, and developers) specifically to working with HOPE SF residents.
- CityBuild has facilitated connections to construction jobs for residents at Hunters View (and can do the same at other HOPE SF sites as rebuilding begins – with Alice Griffith now in the first phase of construction).

OEWD, service connectors, neighborhood CBOs, and developers have created a strategy to serve HOPE SF with placement opportunities on the Hunters View project and other HOPE SF sites. This strategy capitalizes on the rebuilding at HOPE SF sites to generate employment opportunities for

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[75] While full service connection has not yet begun at Potrero, the community builders have adopted some "service connection-like" functions, such as providing residents with information about workforce development programs and services. See the service connection chapter of this report.

[76] According to some City staff, this type of excellent coordination is extremely helpful, but may in fact not be happening consistently. A goal for the future will be to expand coordination between service connectors and HSA case managers.

residents who have priority in the hiring process for construction jobs that result from public housing reconstruction.[77]

The promise of a potential on-site construction job creates a strong incentive for residents to take the steps necessary to land one of those jobs. At the same time, service connectors and OEWD staff are dedicated to supporting

> The John Stewart Company [the developer for Hunters View] has really tried to engage the residents in every aspect of the construction….
>
> *City Staff*

HOPE SF residents. Service connectors assist residents with barrier removal (if necessary) and ensure residents are work-ready. CityBuild staff then provide residents with instructions for how to apply for HOPE SF redevelopment construction jobs.

Where Pathways Need Greater Capacity

There are seven pathway capacity challenges; four are problems of **supply**, and three are problems of **tailoring**:

There is an undersupply of the following:

1. **Programs and services tailored for the high-barrier segment.** For the programs and services that are well tailored to the needs of the high-barrier segment, not enough slots are available to serve HOPE SF residents. There is, in other words, an *overall* supply shortage.
2. **Workforce programs that include mental health and substance use service components.** These service components are important for HOPE SF residents, who often face these deep workforce barriers. It is, however, expensive to include these components, and integration of behavioral health with workforce programs is challenging.
3. **Vocational training slots.** There is an undersupply – in particular – of vocational skills training slots for the high-barrier segment. In Pathway 1 (the HSA-funded pathway), there are few transitional employment program slots (CJP and the Public Service Trainee program). For the OEWD-funded pathways, the City departments invest their "skilling up" dollars – for the most part – in vocational skills training for the low-barrier segment rather than for the high-barrier segment.[78]
4. **Service connector bandwidth for individualized attention to residents.** Service connectors work with residents who must wrestle with deep workforce barriers, but service connectors' caseloads are too large to allow them enough time to provide the type of intensive case management that residents often need.
5. **Resources and arrangements to support efforts to connect HOPE SF residents to workforce opportunities beyond CityBuild.** The CityBuild partnership has had success placing residents in construction jobs. Because of this success, CityBuild is sometimes seen as a large component of *the* answer for employing HOPE SF residents. Some stakeholders believe that an overreliance on CityBuild has crowded out efforts to focus on connecting HOPE SF residents to additional programs.

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[77] See the description of CityBuild in Appendix M for more details.

[78] OEWD also funds the Transitions SF program for high-barrier clients, but this program targets only non-custodial parents who are behind on child support. Because HOPE SF sites are family housing, there are unlikely to be many non-custodial parent on site.

There is lack of sufficient tailoring in the following:

6. **Transitional employment programs.** Despite the fact that the transitional employment model is generally well tailored to the resident population, additional tailoring is necessary – in particular, the programs need to be longer, with very patient supports provided to residents so that residents can use the time to address workforce barriers and build their "workplace identities."

7. **Service delivery by neighborhood CBOs.** Neighborhood CBO capacity limitations (due to lack of sufficient staff, bandwidth, and resources – while working under difficult conditions) constrain the ability of CBOs to uniformly provide services that can fully meet the needs of HOPE SF residents.

8. **The CityBuild partnership for HOPE SF.** This is not meant as a critique, since OEWD and its partners did not *design* the CityBuild partnership as a program tailored to HOPE SF. Instead, the partnership expands *access* to an existing program, rather than customizing the program itself. The point here is absolutely *not* that CityBuild is "failing" in any way through lack of customization, but simply that CityBuild Academy and placement in CityBuild jobs work well for only a small subset of HOPE SF residents that meet the requirements for construction training and jobs.

Overall Undersupply of Programs and Services Meeting the Needs of the High-Barrier Segment, Reflecting System-Wide Resource Constraints

- For the programs and services that are well tailored to the needs of the high-barrier segment, there are not enough slots available to serve all the HOPE SF residents who need these programs and services.

In the workforce pathways for the high-barrier segment, there simply are not enough program slots to make programming available to all those who have multiple workforce barriers. What is the size of the supply shortfall? It is difficult to calculate this gap precisely, but with information available about residents and programs, it is possible to

> There's just not a spot for everyone – there's limited capacity in our workforce system.
>
> *Philanthropic Partner Staff*
>
> There's a glaring gap in services for the highest-barrier folks.
>
> *Philanthropic Partner Staff*

generate a rough estimate for the programs in the HSA pathway. (For details on the calculations that generated the estimates, see Appendix O.) It is not yet possible to estimate the unmet need for the OEWD-funded pathway: this is because OEWD has launched a new strategy focused on Access Points and has restructured its funding. There are not yet data available from the past that can provide information on how many people the system has capacity to serve. We may be able to develop estimates in the future. The exhibit below shows, however, that there *is* some unmet need. Stakeholders seated in multiple positions within the system agreed that the need outstrips the supply of programs for the high-barrier segment.

Exhibit 39 shows the program supply relative to the need for two groups: those who are enrolled in entitlement programs (and so can access the HSA-funded workforce programming) and those who do *not* receive entitlements (and so will turn to programs that OEWD funds). The estimates suggest that demand outstrips need. It is actually quite conservative; the 324 residents who can access HSA-funded programs will also be competing for the slots funded by OEWD, especially since the size of the unmet need in their pathway is so large.

An Undersupply of Workforce Services with a Deep Barrier Removal Component

Exhibit 39. Shortage of Program and Service Supply

NEED — SUPPLY = UNMET NEED

324 Enrolled in CalWORKs or CAAP — Slots funded by HSA: 106 = 218

840 Unemployed adult residents, not on SSI

516 Not enrolled in entitlement programs — Slots funded by OEWD::
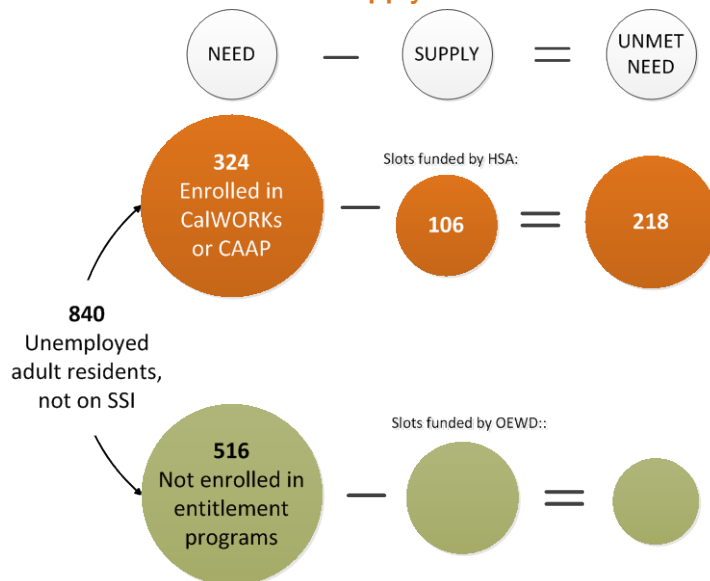
- Because HOPE SF residents must often contend with deep barriers (such as mental health and substance abuse issues), services that include behavioral health components will best meet residents' needs.
- However, workforce services that connect to these types of supports are in short supply for two reasons: (1) the services are very expensive (requiring a great deal of staff time); and (2) in San Francisco, workforce has not – for the most part – integrated well with the behavioral health system, making it difficult for providers to integrate these services within their programs.

Workforce development planners and providers understand well the need for deep barrier removal for the high-barrier segment. Barrier removal is often seen as something that needs to be taken care of *before* people engage in workforce development, but barrier removal can also be an integral component of a workforce program. This is the case with some of the job readiness programs in San Francisco. For example, Jobs PLUS integrates job readiness activities with behavioral health activities and referrals to additional services.

> There need to be programs in place [for high-barrier job-seekers] that are really not job programs, but programs that are providing barrier mitigation.
>
> *City Staff*
>
> The big deal is that there aren't enough programs that match high-barrier needs.
>
> *City Staff*

According to stakeholders interviewed, workforce services that integrate deep barrier removal are in short supply. Certainly this is partly because behavioral health and substance use services are expensive, but an equally important challenge is the fact that the workforce system does not integrate well with the behavioral health system in San Francisco. Since there is a lack of systems linkage, it is difficult for individual workforce providers to partner closely with behavioral health and substance use providers. As a result, there are not yet enough workforce programs with a deep barrier removal component, allowing the programs to meet the needs of those in the high-barrier

segment. However, changes may be on the horizon: OEWD's 2013-14 funding cycle has newly emphasized linkages between workforce and behavioral health. The potential for systems change is discussed in the section titled: What Systems Changes are Already Taking Place?

An Undersupply of Vocational Skills Training Programs Tailored to the High-Barrier Segment

- There is an undersupply – in particular – of vocational skills training slots for the high-barrier segment.
- In Pathway 1 (the HSA-funded pathway), there are few transitional employment program slots (CJP and the Public Service Trainee program).
- For the OEWD-funded pathways, the City departments invest their "skilling up" dollars – for the most part – in vocational skills training for the low-barrier segment rather than for the high-barrier segment.

Transitional employment jobs have a great deal of promise for HOPE SF residents, but they are available only to those adults enrolled in entitlement programs; OEWD does not fund transitional employment for adults. In addition, there is a shortage of these slots relative to the number of adults who could potentially participate. For *all* San Franciscans who are enrolled in CalWORKs and CAAP and who have not found jobs on the competitive job market, there are 950 slots in the JOBS NOW! program. This works out to *about* 106 for HOPE SF residents x although the actual number of slots available to HOPE SF residents is actually likely to be higher (see Appendix O).

> To give every eligible resident a slot in a [transitional employment] program … is very expensive. […] We do have some transitional employment models out there, but it's not at scale.
>
> *City Staff*

The OEWD-funded vocational programs have worked best in the past for those who primarily need "skilling up," rather than for those who need significant support to learn workplace competencies and remediate workforce barriers. OEWD, in particular, concentrates most of its dollars on the Sector Academies. These tend to work best for the low-barrier segment; they are designed for people ready to jump into training, who can stick with the training program, who already have workplace competencies, and can meet minimum qualifications in literacy and numeracy. Because the Sector Academies are the main vocational skills programs available to those not enrolled in entitlement programs, those not receiving entitlement benefits face pathways with a large vocational skills program gap.

> The workforce system in San Francisco works well for folks who have some basic skills, and at least a high school diploma, and are stable. These folks are able to fully engage in a training program, and stay motivated.
>
> *Philanthropic Partner Staff*

> [OEWD] can skill people up – give them hard occupational skills. That's the strength of OEWD. [It] can give them hard skills for an occupation that's in demand. […] If [the issue] is really an occupational skills deficit, then OEWD can address that really well.
>
> *City Staff*

Because there is a gap in tailored workforce programming, people in the high-barrier segment are often "skipped" from job readiness straight to the job-acquisition step: job search and employment.[79] And without mastering skills that have labor market value, job seekers are almost certainly destined to end up in dead-end jobs rather than in jobs that link to career ladders with the possibility of advancement. The OEWD workforce pathway for the adult high-barrier segment, then, has in practice been set up to generate an ultimate outcome of low-skill jobs with minimal access to economic opportunity.

Insufficient Service Connector Capacity to Support Job Seekers with Deep Workforce Barriers

> - HOPE SF service connectors work with residents who must wrestle with deep workforce barriers, but service connectors' caseloads are too large to allow them enough time to provide the type of intensive case management that residents often need.

There may be some HOPE SF residents with minimal workforce barriers who need just a little support to get back into the job market. However, many residents have multiple workforce barriers. For these residents, an intensive case management model is best. Service connectors cannot however provide intensive case management; their caseloads are simply too large to allow for this. Service connectors do help residents remove logistical barriers, such as getting a driver's license or accessing childcare. But for deep barriers, they must refer residents to health, mental health, and substance abuse service providers, and residents may or may

> We don't have enough time to help … residents with job applications and such. It takes service connectors away from what they need to do because there are only 2.5 people who work on workforce stuff and they are all busy helping and reaching out to residents already.
>
> *Site Staff*
>
> That group that [just] needs the help to get back into the lifestyle of working, but has core skills, they're being well-served [by service connectors.] […] But [service connection] has served very poorly the folks who will need the intensive work. The person with the substance use issues that are recurring, and childcare issues that prevent them from even wanting to stay on the job. The person with higher barriers.
>
> *City Staff*

not follow through with these referrals. While service connectors do their best to support residents to connect with service providers after they have given the referral, this is time-consuming work, and they simply do not have the time available to provide this type of individualized attention.

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[79] It is true that leap-frogging over this step also happens in response to residents' desire for "a job, any job" – so it is partly a result what's available in the system, and partly a result of what individuals want. But with greater pathway capacity, providers would be able to *offer* residents more options for vocational skills training.

Overreliance on CityBuild, with Too Little Focus on Supporting Residents to Access Other Types of Workforce Programming

- There is a danger of relying too much on CityBuild as the first and best option for workforce development for HOPE SF residents, given that it can supply workforce options for few residents.
- There is a need to apply the lessons learned from the CityBuild partnership, to expand access to additional types of employment programs.

While CityBuild has resulted in employment successes for HOPE SF residents at Hunters View, there is a danger that service connectors are relying too heavily on the "CityBuild pathway" and – as a result – neglecting other available options to support residents in building their human capital. A few stakeholders interviewed held the view that City departments see CityBuild as the default option for putting residents on the path to employment. Partially because the CityBuild program is the single employment program that has been targeted to HOPE SF residents, service connectors may see it as the first and best option for anyone stating an interest in construction work. (This is of course mainly at Hunters View so far, but CityBuild will be an important program at other sites as well.)

> [P]eople say: "oh, we'll just get them into CityBuild. So CityBuild [Academy] enrolls about 90 people a year, citywide. Just to say, there is a *huge* over-reliance on CityBuild. […] One: CityBuild has entry requirements that a lot of folks can't meet, like having a high school diploma or a GED, and two: they don't have that many slots! […] This can't be the panacea.
>
> *City Staff*

CityBuild should be celebrated for the excellent work of many partners collaborating to increase access to construction jobs for HOPE SF residents. HOPE SF can potentially capitalize on lessons learned from the CityBuild partnership, and apply them to creating pathways to non-construction training and jobs. CityBuild Academy and construction jobs cannot supply all of the training and jobs slots that residents will need, and many need access to training and employment with interests and skills outside of construction.

> [HOPE SF needs] a workforce development program that isn't just around getting people prepared for construction jobs. [HOPE SF needs] a program that [works for when a young woman comes and] says: "Hi, I'm a 21-year-old mom of two, and I have no interest in doing construction…. How can you help me?" And we don't have that yet.
>
> *City Staff*

The Need for Additional Tailoring of the Transitional Employment Model for HOPE SF

- Despite the fact that the transitional employment model is generally well tailored to the resident population, additional tailoring is necessary – in particular, the programs need to be longer, with very patient supports provided to residents so that residents can use the time to address workforce barriers and build their "workplace identities."

Transitional employment models clearly hold a great deal of promise for HOPE SF residents, given the fact that they are designed to support the development of workplace competencies and vocational skills in a sheltered environment. This type of

> The idea [of transitional employment] is to combine job readiness with job experience, and then they're put back on the job market. But six months, [the length of a typical transitional job,] is not long enough.
>
> *City Staff*

program can give people the time and space they need to address deeper barriers and learn the habits, skills, and culture of employment. However, the model needs additional tailoring to ensure an even tighter fit with the needs of HOPE SF residents. The JOBS NOW! transitional employment programs are between six and nine months, and stakeholders often argued that this program length is not sufficient. Stakeholders have suggested lengths of 12, 18, and even 24 months; they feel this amount of time is needed to address very deep workforce barriers and to truly become socialized into the culture of the workplace. Those who suggest such long time frames worry that if residents end the transitional job too early, they will not be able to retain competitive employment over the long haul.

At stake is not just more time, but how the time is *used*. The transitional employment program can provide residents with the opportunity to address the challenges that keep them from labor market success. These challenges need to be met patiently, with high tolerance for a non-linear path toward building skills and workplace competencies, and developing a workplace identity.

Need for Additional Neighborhood CBO Capacity

<table>
<tr>
<td></td>
<td>■   Neighborhood CBO capacity limitations (due to lack of sufficient staff, bandwidth, and resources – while working in difficult conditions) constrain the ability of CBOs to uniformly provide services that can fully meet the needs of HOPE SF residents.</td>
</tr>
</table>

Community-based workforce organizations in the neighborhood have deep and trusting ties in the community, as well as talented and dedicated staff, and often do excellent work with their clients. They also, however, work in challenging conditions that can create capacity disadvantages.[80] The small size of most CBOs means less specialization, so individual staff members tend to do jobs that span a wide range of functions, often in areas that he/she has not been trained for.

> A lot of these [neighborhood] CBOs have learned to reach out and have strong connections with the local folks in all these neighborhoods. They're out there, they're on the street corner, and they're at the door of the home.
>
> *City Staff*
>
> Groups working with such highly-barriered folks need to have the *highest* capacity of all the workforce agencies in the City.
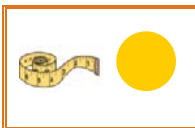>
> *Philanthropic Partner Staff*

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[80] The capacity challenges for neighborhood-based CBOs discussed in this section are common. For example, see Auspos, P., Brown, P., and Hirota, J. (2000). *Neighborhood Strategies Project: A Final Assessment.* Chicago: Chapin Hall Center for Children.

With a small staff, turnover can also mean significant talent shortages and program disruptions. At an organization with a larger staff, the work can be absorbed by other members until a replacement is found. With a small staff that is stretched thin, there is no time for the staff to engage in those practices that support program quality, such as professional development, program evaluation, and best practice discovery. Although these organizations do truly unparalleled work in outreach and trust building, their workforce programming may not always be up to the standard that is needed for working with such a highly barriered population. This is not due to lack of talent, creativity, and dedication, but to the fact that these organizations are tackling deeply complex problems in a context where they often lack time, resources, and necessary infrastructure.

> There historically haven't been strong workforce providers in the Southeast. I think there are a few, and there are a few that are definitely improving and getting stronger every day.
>
> *City Staff*

> There is the issue of the high barriers, and the intensiveness of the kinds of services the population will need is so compounded by the fact that there is so little organizational capacity in those neighborhoods where HOPE SF is active.
>
> *Philanthropic Partner Staff*

Limitations in the Extent to which CityBuild can Meet HOPE SF Resident Needs

- CityBuild Academy, and the construction jobs that CityBuild helps residents access, meet the workforce development needs of a fairly small subset of residents (those with relatively few barriers, and those with construction skills and an interest in the building trades).

Despite success that CityBuild has had in placing Hunters View residents in construction jobs, there are several reasons that it is frequently not the best option for HOPE SF. First, construction jobs at HOPE SF sites are in limited supply. Second, even for those who land a CityBuild job, employment may be short-lived. Residents strongly prefer jobs that are at their own development to other construction jobs elsewhere in the city. Residents, thus, may work in on-site construction jobs. But these jobs end when construction ends, and residents then do not parlay their skills into construction jobs elsewhere. In addition, the supply of on-site jobs is limited even more by the fact that most residents are qualified only for the lower-skill jobs available during the earlier parts of construction (e.g., demolition) and not the jobs available in the later stages (e.g., finishing carpentry work).

> Emphasizing construction as the main component of work – it is good for the visual, but 90% of the residents were not construction-ready and that was the main emphasis.
>
> *Site Staff*

Also, the *training* component of CityBuild – CityBuild Academy – has met with less success than the job placement component. CityBuild Academy is better tailored to the needs of the *low*-barrier segment, because it has entrance requirements that HOPE SF residents can have a difficult time meeting. To qualify for CityBuild Academy, HOPE SF applicants must have a high school diploma or GED, a valid California driver's license, and the ability to pass drug tests. There are many residents with an interest in construction training who cannot meet these requirements, and the program is quite competitive, with on average 330 people per year applying, and with only about 100 accepted into the program. And in fact, few residents have succeeded in entering CityBuild Academy: only six have enrolled out of 32 that service connectors have referred to the Academy.

Where Pathways Need to Build Stronger Connections

Strong pathway connections allow residents to move successfully from one step to another – and strong connections result either from good linking mechanisms among pathway steps (e.g., close collaboration between providers, joint planning to facilitate the "bundling" of different service types in one program, effective case management that supports follow-through, excellent "warm handoff" procedures, etc.) or from alignment between pathway steps. When there is good alignment, program outcomes in one step prepare a client well for the tasks and requirements in the next step. Good alignment also means that the human capital accumulated at one step sets the client up for success at the next step in the pathway.

Just as there are capacity challenges for the pathways that HOPE SF residents access, there are some areas where connections between pathway steps need to improve. In particular:

- **Workforce programs are often not well integrated with services providing deep barrier removal.** While programs often make referrals to other services (including those focusing on mental health and substance use), staff often do not have the time to devote to the strong supports necessary to make follow-through more likely. Also, programs should more often include behavioral health components as an *integral component* of workforce services.
- **For the highest-barrier segment, workforce programs are not well-integrated with education programs.** In general throughout the pathways for the high-barrier segment there is little focus on connecting clients to services designed to boost educational attainment.
- **For the highest-barrier segment, job readiness programs do not succeed as on-ramps to Sector Academies.** In the absence of OEWD-funded vocational skills training programs tailored for the high-barrier segment, programs enabling these clients to prepare adequately for Sector Academies would address the pathway gap. While OEWD does indeed fund job readiness services that have the explicit goal of preparing clients to enter the Sector Academies, these programs do not succeed for clients with the most – and most difficult – barriers.
- **Transitional employment programs have weak connections to competitive employment.** Transitional employment programs also appear to need a stronger connection to competitive employment. The training received may not articulate well with the skills that employers are looking for.
- **Service connectors seek to connect residents directly to jobs – perhaps too quickly.** Service connectors respond to the goals of residents, and residents tend to want to become employed as soon as possible. But getting hired without participating in job readiness services or building one's human capital will ultimately mean a lack of long-term labor market success.

Workforce Programs are Often Not Well Enough Integrated with Services Providing Deep Barrier Removal

	- Workforce CBOs often refer their clients to other organizations that can provide support around behavioral health and substance use issues, but clients need strong supports to follow through on the referrals, and workforce staff usually do not have enough time to dedicate to these strong "linking supports."
	- In addition, program models that make barrier removal as an *integral component* of workforce services will create stronger linkages than will referrals.

The CBOs that work with high-barrier clients understand the need to ensure their clients have wraparound supports, so that they can successfully engage with training programs and employment. Many CBOs refer their clients to needed services elsewhere in the system, but these referral linkages are often not strong enough to give clients the integrated support they truly need. Clients need to be highly motivated to follow through on these referrals; engaging in behavioral health and substance use services means fundamental life change, which is hard

> Job-seekers get *referred* [to behavioral health and substance use services], but not really *linked.* […] Connections are weak, and people are likely to fall through the cracks.
>
> *Philanthropic Partner Staff*
>
> [People with high workforce barriers] need a one-on-one coach [for a very long time]. Someone to really *be* there, to sometimes either tell them "that's such a bad idea!" Or to ask, "Is this a bad idea?" Just to help them navigate their workforce and personal choices…. Could there be a workforce angle?
>
> *City Staff*

for all of us. Clients will need more than a referral; they will need individualized attention, follow-up, and frequent encouragement. This type of linkage is hard to come by partly because it takes a great deal of staff time, and CBOs may simply not have enough staff hours to make such time-intensive services feasible. It is also the case that workforce CBOs need stronger institutional links to CBOs that work in the areas of behavioral health and substance use. These different types of CBOs can potentially to work together to establish aligned goals around how working with high-barrier segments, and how their different services will integrate to attain those goals for clients.

Beyond Referrals: Integrating Behavioral Health Services with Workforce Services

In the workforce field, challenging issues around mental health and substance use are usually understood as barriers that should be removed *before* people can engage in work or vocational training. A different understanding – held more widely among behavioral health professionals – is that work can actually be a *tool* in recovery. From this perspective, there is a "recognition that a job can help people develop motivation to change, dignity, and self-respect, and hope for the future."[81] Beginning from this premise, providers have developed programs in which workforce and behavioral health services are much more deeply integrated than is the case in more traditional workforce programs. In these programs, steps in recovery and steps in workforce development reinforce one another, and are part of a single individualized plan. This requires an integrated team approach to align service philosophies, coordinate the different services, and to ensure that clients are receiving consistent messages about activities, requirements, and expectations. One example is a model called CASAWORKS for Families, which was designed specifically to raise employment rates for women on TANF who abuse drugs or alcohol (many of whom had mental health issues as well). In this program, "The women were assigned to a case manager and received an individual, comprehensive plan where drug treatments and job plans would play into each other rather than fight each other."[82]

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[81] See, for example: Shaheen, G., Williams, F., and Dennis D., eds. 2003. *Work as a Priority: A Resource for Employing People who Have a Serious Mental Illness and who are Homeless.* DHHS Pub. No. SMA 03-3834. Rockville, MD: Center for Mental Health Services, SAHMSA.

[82] Robert Wood Johnson Foundation. 2009. *CASAWORKS for Families Helps Women Get off Drugs and into Jobs: A Multi-Site Demonstration of a Substance Abuse Treatment Program for Hard to Employ Women on Welfare.* Retrieved from: http://www.rwjf.org/content/dam/farm/reports/program_results_reports/2009/rwjf70268.

Limited Focus on Connecting High-Barrier Clients to Educational Options

> ■ In general throughout the pathways for the high-barrier segment there is little focus on connecting clients to services designed to boost educational attainment.

Low educational attainment is a serious workforce barrier for HOPE SF residents. It is serious partly because their attainment is so low, and partly because of the labor market context: in a bifurcated labor market, there are few jobs paying living wages for those with few years of schooling.

> If I look at where the labor market is going in the US, it is going to be absolutely essential to have some post-secondary education. If you really don't want [HOPE SF residents] to end up in dead-end jobs, then you've got to figure out a way to get them on that career path.
>
> *Philanthropic Partner Staff*

The pathways in the workforce system do not, however, focus on connecting high-barrier clients to educational options.[83] Instead, most of the focus is on pre-readiness and job readiness, and then on employment. For the HSA-funded pathway – and particularly for CalWORKs clients – federal and state regulations drive a "work first" focus, with employment prioritized over educational pursuits. For the OEWD-funded pathways, the links to education have happened largely within the *low*-barrier segment pathway, as part of the community college programs that constitute some of the tech and healthcare Sector Academy trainings.

Transitional Employment Programs Have Weak Connections to Competitive Employment and to Employment Leading to Career Ladders

> ■ Transitional employment programs also appear to need a stronger connection to competitive employment; the training received may not articulate well with the skills that employers are looking for.

HSA's subsidized employment programs generally have positive outcomes. A recent third-party evaluation found that 34% of those who had taken part in the Community Jobs Program, and 41% of those from the Public Service Trainee Program, were still employed in the second quarter following program participation. But other stakeholders in the system argue that the downside of transitional employment is that people may not be able to make a successful transition from the sheltered environment to competitive employment.

> [For transitional employment,] there generally isn't a ladder to competitive employment. One of the problems is that basic job readiness support won't get you a job ahead of the college graduate.
>
> *City Staff*
>
> The City has a lot of slots for transitional employment – but that's not great even then because there are no placements at the far end of it.
>
> *Philanthropic Partner Staff*

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[83] This is partly because the system is being responsive to client preferences: those who have not done well in school earlier in their lives usually have no interest in returning. Realism about the odds of success may also play a role in the fact that education is not a focus for this segment; for those with multiple workforce barriers, even those who have a GED often have low levels of literacy and numeracy, making it difficult for them to connect to post-secondary education.

The evaluation data may bear out this argument: while the results may actually be quite positive for those facing multiple workforce barriers, they are not harbingers of long-term employment stability for this group. [84]

Part of the problem may be lack of sufficient focus on building occupational skills. The transitional employment models funded by HSA appear to be focused mostly on job readiness and less so on vocational skills with labor market value.

> It's hard [for the job-seeker] to find the next opportunity, because what they're doing in transitional employment isn't giving them a hard skill set to translate into something that's in demand in San Francisco. Overall, I think that transitional employment is a really strong strategy, but it needs to … be connected to skilling up while they're in it.
>
> *City Staff*

Insufficient On-Ramps to Sector Academies for the Highest-Barrier Segment

- OEWD funds job readiness services with the explicit goal of preparing high-barrier clients to enter the Sector Academies. However, *for the highest-barrier segment*, these programs actually articulate poorly with the Sector Academies; job readiness services do not adequately prepare the most highly barriered to succeed in the Sector Academies.

Since 2009, when OEWD adopted its strategic plan that emphasized a sector strategy, the Sector Academies – currently TechSF, the Health Care Academy, Hospitality Initiative Services, and CityBuild – have been the premier set of vocational training programs in San Francisco. For people who need vocational training or retraining, they can be highly effective and are the workforce programs with the greatest potential for connecting people to career ladders and long-term employment at good wages.[85]

For HOPE SF residents, however, the promise of Sector Academies remains unfulfilled because residents typically do not have the readiness to succeed in these programs and often simply cannot qualify. Sector Academies, in fact, are simply not *meant* to be tailored to highly-barriered clients; they are tailored to those with higher levels of readiness and fewer barriers. A lack of tailoring, though, would not create a

> [Some people] have their GED, they pass the drug test, [but they have] the general stuff that would prevent them from getting into the job market … we have options for them. They can sign up for a Sector Academy, they can get trained…, get some skills. We have a pipeline for them to go out and get some experience. … We've done a good job in the City of creating those kinds of [programs]. The problem is, at HOPE SF sites, we have very few of the people I just described. We do not have a system for [them].
>
> *City Staff*

program gap in the pathway *if* the pathway had programs that could successfully articulate with the Sector Academies: preparing high-barrier clients to qualify for them and succeed in them.

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[84] These results may be common for other transitional employment programs as well. A random assignment study of "hard-to-employ" welfare recipients showed that these programs boost employment rates in the short term and sometimes for a limited period after participation, but within a four-year follow-up period had no effect on employment or earnings. Jacobs, E., and Bloom, D. (2011). *Alternative Employment Strategies for the Hard-to-Employ TANF Recipients: Final Results from a Test of Transitional Jobs and Pre-Employment Services in Philadelphia.* New York: MDRC.

[85] Sector strategies are gaining in popularity due to their effectiveness: see, for example, Conway, M., Blair, A., Dawson, S. L., and Dworak Munoz, L. (2007). *Sectoral Strategies for Low-Income Workers: Lessons from the Field.* Washington DC: The Aspen Institute.

This is nothing that planners at OEWD do not already know. In an effort to create on-ramps for the high-barrier segment to Sector Academies, OEWD funds a range of job readiness services (JRS) – and in the future these will be offered through the NAPs. JRS is meant to complement the sector strategy by raising readiness levels of those "unable to access employment or vocational training opportunities due to one or more individual barriers to employment."[86] Its program vision is "to provide accessible services that prepare and connect San Francisco jobseekers to employment or vocational skills training programs," and the target population for these programs includes "motivated job seekers who fall below minimum qualifications for … vocational training programs."[87]

It appears however that JRS programming does not result – at least for HOPE SF residents – in Sector Academy enrollments. While the evaluation team does not have access to data on the rate at which HOPE SF residents have graduated from JRS programs and then entered Sector Academies, data *are* available on the total number of HOPE SF residents enrolled in Sector Academies over the period from July 2010 to June 2012. Using the TAAG data (that service connectors collect) from two fiscal years, combined with OEWD administrative data for the 2010-2011 fiscal year, the numbers show *extremely* low participation:

- **Six** people entered, and five completed the CityBuild Academy (Hunters View only),
- **Three** adults enrolled in GreenSF,[88] and
- **Two** adults enrolled in the Health Care Academy.

Additional data on a job readiness program for highly-barriered clients in the Eastern Bayview and Visitacion Valley – the Job Readiness Initiative (JRI) – show just how difficult it is to remove barriers and support clients to enter Sector Academies. JRI was an initiative funded by the (now-defunct) San Francisco Redevelopment Agency (SRFA). The JRI was explicitly developed to meet a need highlighted during a community planning process: often residents of the Eastern Bayview and Visitacion Valley are unable to meet the eligibility requirements for participation in the Sector Academies. To support community members' ability to access Sector Academies, SFRA designed the JRI to fund programs that will "remove barriers that prevent job seekers from participating in vocational training skills and employment."[89]

Results of JRI programs illustrate the capacity of JRS programming to connect those in the high-barrier segment to Sector Academies because JRI is a type of JRS programming[90] and serves a highly barriered population – in other words, a population likely to include, and have barrier levels similar to, HOPE SF residents.[91] Information on JRI's effectiveness, then, tells us how well JRS can do when seeking to prepare a very highly barriered segment for entry into Sector Academies.

[86] Retrieved from http://www.workforcedevelopmentsf.org/trainingprograms/index.php?option=com_content&view=article&id=68:job-readiness-services&catid=54&Itemid=74 (April 21, 2013).

[87] See: *OEWD's 2010 Workforce Service Providers Symposium.* Retrieved from http://www.oewd.org/media/docs/WorkforceDevelopment/wisf/WISF%20Board/2010/December%201,%202010/SymposiumPPT.pdf.

[88] GreenSF was a Sector Academy available in FY 10-11; it has since been discontinued.

[89] San Francisco Redevelopment Agency, Job Readiness Initiative, Request for Proposals (August 2009). Retrieved from http://www.sfredevelopment.org/ftp/uploadedfiles/BusOpps/Job%20Readiness%20Initiative%20Request%20for%20Proposal.pdf.

[90] JRS is not the same as JRI (JRS was developed by OEWD, JRI by SFRA), but both programs have similar program components and goals (in fact, JRI programs were listed under JRS in San Francisco's workforce program catalogue).

[91] SFRA staff argued that JRI in fact served a more highly barriered population than does JRS due to JRI's performance metrics. SFRA included metrics around the percentage of participants that have a given number of barriers *removed* (50% must have three or more barriers removed; 20%, two barriers; 10%, one barrier). To meet these performance targets, program participants in JRI-funded programs must have multiple barriers to work. OEWD disagrees with this claim; their data show that the barrier levels of JRI and JRS participants are the same on average.

Provider progress reports from the 2012 calendar year show only very limited success in barrier removal and entry into Sector Academies (or other vocational training) (Exhibit 40).[92] Providers had the greatest success with addressing two logistical barriers: transportation issues (83% - 25 of 30, had the barrier removed) and childcare (73% - eight of 11 - had the barrier removed). A third logistical barrier, obtaining or renewing a driver's license, turned out to be very challenging (only 11%, - eight of 71, had this barrier removed). Providers made very little headway on deep barriers, with between 0% and 12% removing barriers that included a lack of a high school diploma/GED, criminal history, substance use issues, and mental health challenges.

JRI-funded programs were expected to connect 75% of participants to Sector Academies. Yet out of 107 participants, only 3% were connected to vocational training (11% found jobs, and 87% were connected to *neither* jobs nor training). The goal of sharing these results is not to show that the programs were

Exhibit 40. Limited Success in Removing Barriers for JRI Program Participants

Out of 107 participants:

ineffective – the goal is to highlight the difficulties of barrier removal and of connecting the most highly-barriered people to vocational skills training.
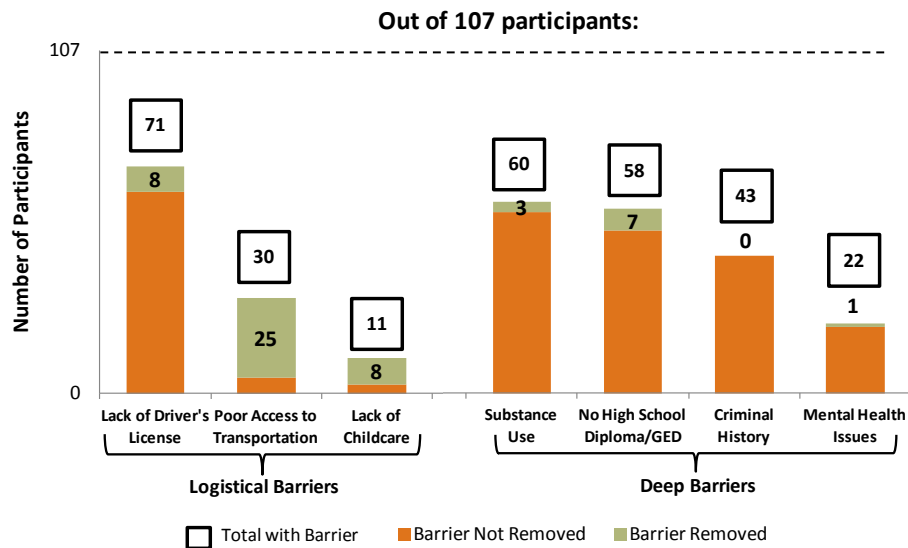
In other words, without a program that can successfully transition high-barrier clients from pre-readiness and job readiness training to Service Academies, the OEWD pathways will continue to lack the connections between pathway steps needed to move high-barrier clients toward the ultimate goal of successful employment.[93]

Service Connectors Seek to Connect Residents Directly to Jobs – Perhaps Too Quickly

- Service connectors respond to the goals of residents, and residents tend to want to become employed as soon as possible. But getting hired without participating in job readiness services or building one's human capital will ultimately mean a lack of long-term labor market success.

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[92] Data shown in Exhibit 40 is aggregated from the annual reports of three JRI grantees: Hunters Point Family, Goodwill, and Conservation Corps. Reports retrieved from: http://www.sfredevelopment.org/Modules/ShowDocument.aspx?documentid=2937, http://www.sfredevelopment.org/Modules/ShowDocument.aspx?documentid=2937, and http://www.sfredevelopment.org/Modules/ShowDocument.aspx?documentid=2936.

[93] Other options might be to have Sector Academies tailored to the high-barrier segment or to invest in transitional jobs. But in the absence of vocational skills training tailored to the high-barrier segment, these pathways will need a way to connect high-barrier individuals successfully with the Sector Academies.

Service connectors link residents with providers that offer training, but they also have a strong focus on connecting residents directly with employment. This is for several reasons: First, the simplest one: HOPE SF aims to raise the employment rate of residents. Second, service connectors are honoring the residents' own goals: they frequently want to get hired directly into a job rather than "jump through the hoops" of pre-readiness steps, job readiness training, and vocational training. Third, if the resident has completed the pre-readiness and readiness steps, she often has few options for vocational training. Most of the Sector Academy slots are difficult to access for the high-barrier segment. Without the ability to qualify for Sector Academies, the next step for residents is most often job search and placement.[94]

> [Residents] go into the service connector's office, and say "I really want a job." […] [Service connectors at] Hunters View and Alice Griffith reference that they are trying to identify jobs available for the residents. […] They're responding to the needs they hear from the residents – the desire and the urgency.
>
> *Philanthropic Partner Staff*

> Residents come ask us if we have jobs and we explain to them: "we don't have a job, but we help you access the jobs from our partners."
>
> *Site Staff*

The danger of direct job placement is that moving straight into the competitive job market is ultimately likely to be a self-defeating strategy, for two reasons: First, the experience of applying for a job and getting turned down can be deeply demoralizing to someone who has not built up a mental cache of successes in their history – so if the resident does not meet with job market success right away, she is likely to give up. She may also get hired but then lose her job – also a demoralizing experience. And second, actually *succeeding* in finding a job may ultimately be a poor long-term strategy: if residents do not build their human capital, they are extremely likely to be stuck permanently in low-skill, dead-end jobs, which will never allow them to earn family-sustaining wages.[95] To have genuine success in the job market, residents should connect to programs that remove workforce barriers and build their human capital.

> [There are] residents who have been placed into jobs, but they have not been able to deliver and show up to fulfill the job qualifications – whether it is for education reasons, or substance abuse reasons, or something else.…
>
> *Site Staff*

What Do the Pathway Challenges Add Up To?

The capacity and connection challenges in the workforce development pathways add up to this: There are challenges of program supply (especially around education and vocational skills training), and there are only weak on-ramps for the high-barrier segment to the excellent Sector Academies. Transitional employment programs can potentially fulfill the need for vocational skills training for those with workforce barriers – but for adults, most of these slots are available only to those enrolled in CalWORKs and CAAP/PAES (which leaves out about many of the residents who could benefit from these programs). Transitional employment slots are also in short supply even for those who can access them – and even with their great promise, those with the *highest* barriers

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[94] This point was also made in the Hunters Point Family report to JRI: "The focus for the jobseeker, if they do not meet the minimum requirements for a Sector Academy, becomes direct employment." See http://www.sfredevelopment.org/Modules/ShowDocument.aspx?documentid=2937.

[95] Holzer, H. J. (2008). *Workforce Development as an Antipoverty Strategy: What Do We Know? What Should We Do?* Washington DC: The Urban Institute.

need to be in programs that last longer and be better integrated with behavioral health services. They also appear to need to integrate *more* vocational skills training (currently, they focus more on job readiness than hard skills).

For high-barrier populations, the current system allocates resources mostly to the early phases of a workforce development pathway and often seeks to connect people directly with jobs. There is less investment in connecting to education and developing vocational skills for this segment than there should be. The lack of investment in education training that builds marketable skills have long-term consequences on the ability of HOPE SF residents to land opportunity-rich jobs where they may hope to move up a career ladder to a living wage job with increasing levels of responsibility and financial rewards. The ultimate goal of workforce development is not simply job placement, but career advancement and economic mobility. As the pathways are structured now, they do not lead in this direction for the highly barriered. Instead, they lead to success for the lucky few and to low-skill jobs (and possibly chronic underemployment) for many.

It is very difficult, though, to rebuild and realign the workforce pathways so that they are geared toward a connection with opportunity-rich jobs for those considered hard to employ. Pathway change is so hard because there are *structural barriers that stand in the way of change.* The next section explains these barriers and how they stymie efforts to construct pathways that will better serve HOPE SF residents.

Where the Workforce Development System Is (and Is Not) Effective for Transition-Age Youth at HOPE SF Sites

Using the framework of capacity (supply and tailoring) and connections (alignment and linkage), this section explores the extent to which the workforce development pathways are set up to meet the needs of TAY from HOPE SF sites.

Where Workforce Development Pathways are Working Well for Transition-Age Youth at HOPE SF Sites

As the previously-mentioned results from FY 10-11 showed, youth at HOPE SF sites were engaging in workforce programs at a higher rate than were adults. These data suggest that programs are doing relatively well at outreach and engagement with the youth at these sites.

Service Connectors Creating More Effective Entry Points into the Workforce System for Youth

- ▪ On-site service connectors are able to expand connections into the system for youth; they have been effective in reducing the attrition between the information session and actually signing up for, and engaging with, programming.

Youth at HOPE SF sites may attend information sessions about programming, be enthusiastic about the program, but then not follow through to actually sign up and engage in the program. For at-risk youth, the need to locate needed paperwork, fill out an application, and turn in the application all can act as "barriers to entry." On-site service connectors have been able to help youth to handle the entrance requirements, and take the actions necessary. They can do this because

> It definitely helped when there was a service connector on site who could help the young person with the application…. [The service connectors] have a relationship with the young person that – say – a Conservation Corps staff person doesn't. The service connectors could … make sure that the youth have a plan to get up on time, that the youth know how to get [to the program] – what bus to take…. This is something that programs don't have the ability to do – to work that closely one-on-one during the [program] entry process.
>
> *City Staff*

they check in with the youth and continually follow up on where they are in the process. Service connectors also become a contact person for program staff – their presence means that that program staff have someone to follow up with to locate youth. According to one stakeholder, this level of focus has paid off with additional youth from Hunters View and Alice Griffith successfully entering RAMP.

RAMP and DCYF-Funded Programs Offer Effective Workforce Options for Youth

- RAMP engages youth who have workforce barriers, provides behavioral health supports, and has a high success rate with supporting youth to enter transitional employment programs or employment.

- Young Adult WorkLink Access Points, which come online in mid-2013, reflect a restructuring of OEWD's approaches to reach youth. These Access Points focus on the special issues that young adults face, and will work to "creat[e] bridge and comprehensive programs that enable young adults to gain basic and work readiness skills that prepare them for future career success."[96]

- DCYF funds a range of programs for at-risk youth, in particular those who are justice system-involved. These programs have benefited extensive assessment that has been designed to understand how to best reach and serve these youth.

All stakeholders speak highly of RAMP. It is a program that meets youth where they are, and provides the behavioral supports that youth with multiple workforce barriers often need. OEWD is also in the process of further building out the job readiness training (JRT), extending it from seven weeks to twelve weeks, and adding new components and curriculum. The JRT will include mentorship, case management, and job skills training, and activities designed to support youth to positive a positive workplace identity. OEWD identifies as one of its core strategies: "coaching and supports … to ensure successful engagement in programming, including challenging negative behaviors and supporting participants in acknowledging barriers to success."[97] RAMP is particularly successful in addressing substance use: one stakeholder estimates that at the beginning of the program 80% will fail a drug test, and within a month, 80% of them will pass it.

> RAMP has had a lot of success [with substance use]. […] It started out that 80% of the young people wouldn't pass the drug test when they came into the program, and then after seven weeks, 80% of them were able to pass. [Substance use] was addressed head-on, and I think it was the immediacy of the reward. The program staff would say: "if you don't smoke weed for a month and pass the test, here's twice as many job opportunities for you."
>
> *City Staff*

OEWD is also expanding its approach to working with older TAY by creating Access Points tailored specifically to youth: the Young Adult WorkLink Access Point. OEWD has funded six CBOs to host Access Points, with four of them serving HOPE SF neighborhoods (although all the Young Adult Access Points do citywide outreach):

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[96] DRAFT Workforce Strategic Plan: 2013-2017, Workforce Investment San Francisco (p. 59). Retrieved from: http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=3&ved=0CDUQFjAC&url=http%3A%2F%2Fwww.workforcedevelopmentsf.org%2Fabout us%2Fimages%2Fstories%2FAboutUs%2FProviderResources%2FLocal_Plan%2Ffinal%2520-%2520wisf%2520local%2520plan%25202013-17%2520draft.pdf&ei=Kn7fUYKwAoXAigK9-IC4Cg&usg=AFQjCNGUdzrvcL29rRL_bslSERVSFEtxhQ&bvm=bv.49147516,d.cGE

[97] DRAFT Workforce Strategic Plan: 2013-2017, Workforce Investment San Francisco (p. 62).

Exhibit 41. CBOs Funded for Young Adult WorkLinks, and the Neighborhoods Served

CBO Funded for Young Adult WorkLink Access Points	Neighborhood Served	
	Bayview / Hunters Point	Visitacion Valley
Community Youth Center	✓	✓
Hunters Point Family	✓	
Mission Economic Development Agency		✓
Success Center	✓	

These Access Points tailored to youth will focus on meeting the special needs of youth who may need support around staying engaged (or re-engaging in) education, addressing justice system involvement, and building skills that prepare them for future success in pursuing careers that pay living wages. Each Access Point will provide wraparound supports and services that will help youth overcome significant barriers to employment. They will also work to connect youth to educational services that will help them complete GEDs, and enter programs that help them connect to post-secondary options such as community college. In particular, Young Adult Access Points are responsible for providing or referring to the following services, where appropriate: tutoring, study skills, and education retention strategies, and alternative secondary school services.[98]

DCYF has made a strong effort to do its own assessment of internal data to understand what works best for youth. DCYF follows established principles of best practices for youth programming. Program officers do site visits with the programs and use structured observation assessments to measure program quality against these principles – this allows them to work with grantees to ensure that programs serve youth well. In interviews, stakeholders called attention to several DCYF-funded organizations, praising them for doing excellent work with youth. These have included Conservation Corps transitional employment and education programs, Goodwill transitional employment programs for youth, New Door Ventures transitional employment, intensive case management, and education services, Juma Ventures, and Bay Area Community Resources. In terms of DCYF-funded CBOs in HOPE SF neighborhoods doing good work with youth, stakeholder often cite Young Community Developers and Hunters Point Family.

IPO Expands Capacity in the Youth Workforce System

- ▪ The IPO transitional employment programs provide needed transitional employment slots.

There has been additional need for transitional employment program slots for youth in the workforce system, and IPO goes partway to filling this need. IPO will serve 50-60 youth per year, and serves "hot spot" neighborhoods that include two HOPE SF neighborhoods: Bayview/Hunters Point and Visitacion Valley.

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[98] DRAFT Workforce Strategic Plan: 2013-2017, Workforce Investment San Francisco (p. 60).

Where Workforce Development Pathways for Transition-Age Youth Need Improved Capacity or Connections

The programs for youth are generally seen as serving at-risk youth well, in terms of tailoring the services and strategies in a way that truly "meet youth where they're at," and making a strong effort to provide sufficient wraparound supports and to integrate a focus on education. There are two main areas in which stakeholders discussed a potential need for improvement: the supply of education service program slots; and links from transitional employment programs to unsubsidized employment.

		▪ With OEWD's elimination of funding for young adult GED programs, there are fewer slots available for education services for youth.
		▪ Outcomes around connections to unsubsidized employment from transitional employment programs are not as robust as stakeholders would like to see.

- ▪ With some of the hard choices that funders have had to make in light of shrinking resources, OEWD has chosen not to continue funding programs that support youth to complete their GEDs. Instead, OEWD has designed its strategies to leverage services in other systems – notably alternative education high schools, SFUSD programs, and community college programs. It makes sense for OEWD to focus its dollars more directly on occupational skill-building and to *connect to* other systems with an explicit focus on, and expertise in, education. However, the reduction in funding has meant that there are simply fewer program slots that support youth to complete GEDs.

- ▪ While subsidized employment holds great promise for those with multiple workforce barriers, these programs for youth often do not result in strong employment outcomes. Of course youth programs also are considered a success if participants engage in educational options instead; engagement in education puts youth on a more secure path to future career growth. But according to stakeholders, even when positive education outcomes are taken into account, the link to the competitive labor market is somewhat weak for youth transitional employment programs. As is the case with transitional employment programs for adults, some stakeholders worry that these programs focus on job readiness at the expense of teaching occupational skills that employers will value.

Structural Barriers to More Effective Workforce Pathways

Many smart, knowledgeable people are working to build a workforce development system that supports hard-to-employ people to succeed in the job market. In pursuing this goal, they must contend with structural barriers that can impede efforts to build the workforce pathways they envision. This section outlines the main structural barriers that undermine efforts to build fully effective workforce pathways. The table on the next page shows how structural barriers influence each of the pathway challenges already discussed in the chapter.

> **The Influence of Structural Barriers on Pathways**
>
> Structural barriers are factors outside the control of actors (individual people and organizations) that incentivize, constrain, and enable the approaches that organizations, funders, planners, and policy makers use to build and maintain workforce development pathways. *Structural barriers profoundly influence the extent to which actors are able to develop pathways that result in positive employment outcomes for clients.*

Inadequate Job Supply

Inadequate job supply is a structural barrier that undermines the ability of HOPE SF residents to successfully connect to gainful employment. The job supply needs to match residents' skill sets, needs, and constraints as well. There are several obstacles standing in the way of an adequate job supply:

> The CBO partners that do the work out there – it's very frustrating for them – they do everything they can do to get folks ready for a job, and then there are simply not jobs available.
>
> *City Staff*

- **The US labor market is "bifurcated:" most of its jobs are concentrated at the low end and high end of skill sets.** Mobility between these two ends is nearly impossible, and there are limited opportunities in the middle. This means that there may be low-skill jobs available for HOPE SF residents, but these will not be jobs that offer career advancement and economic mobility.

> [Because of] bifurcation, we have high-end jobs for high-end skill sets, and then low-end jobs for low-end skill sets. We have few pathway opportunities available. What we don't really have are the middle skill jobs.
>
> *Philanthropic Partner Staff*

- **Jobs are not geographically accessible to HOPE SF residents – particularly given some transportation challenges, and especially the danger of travel for some residents.** Jobs for residents are usually not in the neighborhood, and the need to travel to a job can create a serious obstacle to landing and keeping a job. Job supply, then, is limited even further when residents "rule out" jobs in certain areas of the City. Lack of safety and some transportation limitations – unless resolved – will continue to constrain residents' employment options.

> Some real challenges for ... residents have to do with gang issues.... [This is] especially a problem for young men – they have to cross rival gang territory, or go into a neighborhood people don't feel as comfortable in. They might not want to apply for a job in a store that's in the "wrong zone." [...] There's also transportation – from Sunnydale, it probably takes an hour on public transportation to get to downtown.
>
> *City Staff*

Exhibit 42. The Structural Barriers That Contribute to Pathway Challenges

Pathway Challenges	Structural Barriers						
	Inadequate Job Supply	Limited Resources	Constraints Associated with Funding Streams	Fragmentation and Lack of Master Alignment	Weak Accountability Framework	Tension between Political Imperatives and Accountability	Social Divide and Distrust of Outsiders
Pathway Capacity — Overall, an insufficient supply of programs and services meeting the needs of the high-barrier segment		✓	✓	✓	✓		
In particular, an undersupply of vocational skills training programs and behavioral health services tailored to the needs of the high-barrier segment		✓	✓				
Insufficient bandwidth of service connectors to support job seekers with deep workforce barriers		✓					
Overreliance on CityBuild	✓	✓		✓	✓		
Insufficient tailoring of transitional employment		✓		✓			
Neighborhood CBO capacity limitations					✓	✓	✓
Pathway Connections — Insufficient integration between workforce and behavioral health							
Limited focus on educational options for the high-barrier segment			✓	✓			
Insufficient on-ramps to Sector Academies		✓		✓			
Weak connections to competitive employment and career ladders	✓			✓	✓		
Service connectors' efforts to connect residents with jobs too quickly				✓	✓		

At this historical moment, prospects are dim for a good match between job supply and resident labor supply; see the table below.

Exhibit 43. Structural Mismatch between Job Supply and Resident Labor Supply

Available Jobs	Needed Job Characteristics				
	Pays a Living Wage	Links to a Career Ladder	Requires Skills That Residents Have	Is Geographically Accessible	Has Reasonable Job Security
Construction job on-site or close by: Pays well but does not link to a career ladder unless the resident is willing to travel to other job sites. Some residents have construction skills, but many do not.	✔	Ø	--	✔	Ø
Low-skill job: May or may not be in the neighborhood and probably has little job security; does not pay well, and there are no opportunities for advancement.	Ø	Ø	✔	--	Ø
Job made available through a sectoral strategy: Pays a living wage and links to a career ladder; offers greater job security but is not in the neighborhood and requires skill sets that residents typically do not have (people get hired into these jobs after participating in Sector Academies or obtaining a credential).	✔	✔	Ø	Ø	✔

Limited Resources for Workforce Development

The federal Department of Labor funding for workforce training and support – the largest source of funding for workforce programming – has been in a steady decline for decades. Resources are limited for workforce development systems across the country, and San Francisco is no exception (see sidebar).

Limited resources create an obdurate structural barrier that gives rise to painful trade-offs among the supply of program

> **San Francisco's Low and Declining Resources for Workforce Development Programming**
>
> San Francisco's workforce development system has always been anemically funded. The ongoing decline of federal workforce dollars, combined with more recent cuts locally, has created a system that is starving. Between 2011 and 2014, the workforce system experienced a 16% reduction in CDBG funding, a 4% reduction in WIA funding, and more than $400,000 in lost General Fund dollars – the three primary sources of workforce funding in the city. In the coming year, we anticipate another 5% cut from the U.S. Department of Labor and another 5% cut to the beleaguered CDBG program.
> —*San Francisco CBO Workforce Coalition: A Vision for an Effective Workforce Development System in San Francisco, April 2013*

slots, the intensity of the services, and the length of the programs. Because high-touch services and longer programs present the best tailoring options for high-barrier segments, dollars cannot be stretched as far for this group, and the consequences of low funding levels are more severe for this group than for low-barrier segments. This is especially a problem when it comes to transitional employment. The program model shows considerable promise for the high-barrier segment, but the

price tag is high: In addition to the cost to implement the program, transitional employment programs need to fund the wages for the transitional jobs. For six months, paying minimum wage ($10.55) for 32 hours a week, wages come to $9,115 per person. If the program is extended to 12 months, wages are $18,230 per person. Transitional employment wages for 50 people come to almost one million dollars.

> [For the high-barrier segment,] you need life skills and you need a job readiness program where you learn job readiness skills that build on [the life skills]. Then you need … a transitional employment program and then you may or may not be ready to begin some kind of employment. […] [And you need] intensive case management…. It's really long. […] We don't have all those pieces because of the amount of money it takes.
>
> *City Staff*

Constraints Associated with Funding Streams

Funding streams that City departments use to pay for contracted services come with parameters on the target population to be served, the types of programming that can be funded and implemented, and the performance targets that grantees are accountable for. All of these parameters affect *whether* the high-barrier segment can be served with a particular pot of dollars, *who* in particular within the high-barrier segment can be served, and *how* the finding might be used to serve them. The table below highlights some of the major constraints that system actors must contend with.

Exhibit 44. Workforce Development Pathways

Funding Agency	Source of Funding Stream	Constraints	Results for the High-Barrier Segment
HSA	TANF[a] General Fund[b]	Only individuals enrolled in CalWORKs or CAAP have access to workforce development programs funded by HSA	Those not enrolled in CalWORKs or CAAP cannot access a significant source of transitional and subsidized employment programs in San Francisco: program models that are tailored for the needs of those with challenging workforce barriers.
OEWD	WIA	Participants need extensive paperwork to prove eligibility	Those with workforce barriers are often the people least likely to be able to locate required paperwork; thus these individuals are less likely to be enrolled than those with fewer barriers.
		Programs funded with WIA dollars have performance targets that require that programs place between 70% and 76% of adult participants in unsubsidized employment[99]	The more participants that providers enroll with severe barriers, the harder it is for the providers to meet their performance targets. These targets thus create an incentive to "triage:" serve first those who appear to have the best chance of success.[100]

a) TANF is the funding stream used for CalWORKs. b) The General Fund is the funding stream used for CAAP.

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[99] See *City and County of San Francisco, Office of Economic and Workforce Development, Request for Proposals #113:* http://www.oewd.org/media/docs/WorkforceDevelopment/wd_rfp/RFP113/RFP%20113%20FINAL.pdf.

[100] Stone, C., and Worgs, D. (2004). "Poverty and the Workforce Challenge." In R. P. Giloth (Ed.), *Workforce Development Politics: Civic Capacity and Performance* (p. 275).

Workforce programs usually have a philosophy of inclusion, but this service philosophy is in natural tension with constraints imposed by funding sources. CBO staff interviewed shared concerns about performance requirements, and how they can make it difficult to serve HOPE SF residents.

Performance requirements has certainly not prevented CBOs from serving HOPE SF residents, but City staff point out that CBOs are under some pressure to serve those who are most likely to help them meet their performance targets. Certainly in an environment of scarce resources, it is a smart resource allocation strategy to focus resources on those most likely to succeed in the program.

> Having HOPE SF residents does make it challenging to meet performance goals. Sometimes HOPE SF residents lack education or work history…. This makes it more challenging to find unsubsidized employment.
>
> *CBO Staff*
>
> I'm concerned about the high outcomes expectations that some [funding sources] have. If we are going to serve mainly HOPE SF, these people may not be fully ready to join the workforce.
>
> *CBO Staff*

Fragmentation and Lack of "Master Alignment"

Workforce development falls into many jurisdictions (e.g., labor, human services, economic development, higher education, and justice). This multiplicity means not only dispersed authority within the workforce development system, but also multiple program approaches that mirror different funding sources, policies, target populations, and program goals. Across the country, fragmentation of workforce development systems is the rule rather than the exception.

> **Fragmentation in the Field of Workforce Development**
>
> "The rapid development of employment and training policies and programs in the 1960s created fragmented programs and funding, so-called 'silos.' […] Since the 1960s, Congress has mounted repeated efforts to consolidate and coordinate…. [E]mployment and training systems remain a maze of institutions, regulations, and mandates."
>
> —*Robert P. Giloth, from "The 'Local' in Workforce Development Politics: An Introduction"*[101]

In a perfectly coherent, integrated field, there would be "master alignment:" agreement among field actors about the ultimate objectives of the workforce development system and with policies, programs, and services that would all align to support and reinforce those ultimate objectives. Ultimate objectives and agreed-upon solutions for how to attain them would govern program development and policy choices about steps in the workforce development pathway and would enhance connections between and among these steps. Flawless master alignment is an unattainable

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[101] Giloth, R. P. (2004). "The 'Local' in Workforce Development Politics: An Introduction." *Workforce Development Politics: Civic Capacity and Performance.* (p. 12).

goal, but system actors can work toward this.

Certainly there *should* be divisions that reflect specialization among pathways tailored for particular population segments. And some of the pathway differences are in fact about specialization. Yet the fragmentation stems from a lack of connection between centers of authority (HSA on the one hand and OEWD on the other) – a lack of connection largely attributable to the constraints imposed by different funding streams. Funding works very differently for HSA than it does for OEWD. HSA's funding attaches to individual clients enrolled in benefits programs, and only those in the entitlement group can access the programs. OEWD funding can create programs that are open to anyone meeting the program eligibility requirements.

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OEWD's Strategic Goal for Alignment

The problem of fragmentation is well-known to workforce planners. The 2009 WISF strategic plan had the following goal: "Streamline and align policy and administration across multiple funding sources." This goal was reaffirmed in the 2013 strategic plan, with this goal added: "Work collaboratively across city departments to implement effective workforce strategies."

</div>

San Francisco's workforce development programs lack master alignment. The workforce system has not yet unified around the goal of "placing economically disadvantaged individuals into permanent jobs that lead to financial self-sufficiency."[102] The lack of alignment around this goal combines with the structural barrier of resource limitations, resulting in specific choices made about the programming and services offered. For a given pot of dollars, system actors need to choose between reach and intensity of programs – they cannot have both. Programs and services designed to place economically disadvantaged individuals into permanent jobs that lead to financial self-sufficiency are very expensive – and the more disadvantaged the individuals are, the more expensive the programs are. System actors recognize the *need* for more intensive programs, but they cannot *afford* them.

Certainly resource limitations are real, but the system can move toward meeting the needs of the high-barrier regiment by unifying around the goal of moving this group into jobs that link to career ladders. The system must be reoriented to building the human capital of the high-barrier segment, including increasing their educational attainment and building their vocational skills. This reorientation requires a combination of developing more effective integration with the behavioral health system (in order to successfully remove barriers), pursuing funding that focuses specifically on this segment, and continuing to enhance program tailoring and quality. It may also require long-term investments in job supply strategies such as social enterprise, and it no doubt also requires making difficult trade-offs. Yet without this reorientation, San Francisco will continue to see only limited labor market success for its most marginalized citizens, including HOPE SF residents.

Fragmentation creates another type of structural barrier. Actors in workforce development are highly aware of fragmentation within their field and consistently seek ways to promote greater alignment. Innovation is sometimes seen as something "one-off" – programs not integrated into the larger workforce system, which will simply introduce more divisions. Ironically, awareness of fragmentation and resistance to further divisions has actually become a barrier to program innovation – innovation that *could* lead to positive systems change if successful new program models were to scale up.

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[102] San Francisco Budget Analyst (2007). *Management Audit of San Francisco's Workforce Development Programs: Prepared for the Board of Supervisors of the City and County of San Francisco* (p. 3)*.* Retrieved from http://www.sfbos.org/Modules/ShowDocument.aspx?documentid=19097.

This barrier is highly evident as the Campaign for HOPE SF seeks to support funding for services. Campaign dollars can potentially be used to pilot new program models. City departments have long experience in program design, and are rightly cautious around the

> "Pilot" is not a bad word! It's easy to get caught up in: "so how does this fit with the OEWD RFP?" "How does this fit in with HSA's workforce development programs?" [...] I'd like to see a little more openness around piloting various things.
>
> *City Staff*

prospect of proliferating one-off programs, as these have the potential to further fragment the landscape and ultimately neither leverage City resources nor add any real value. Those from the City and the Campaign who are working together to decide on the best use of Campaign dollars tend to see the choices as "alignment and leveraging" vs. "counter-productive fragmentation." There may be a need for the Campaign to capitalize on the deep workforce experience of the City departments to find where some of the best piloting opportunities may be, and for the City to tolerate some additional fragmentation, which may be a standard cost of innovation, at least in the medium term. In the longer term, if pilot program models prove successful, the new models can be re-integrated into the publicly funded systems.

A Weak Accountability Framework

An accountability framework for the workforce development system is a common set of metrics for providers, with program-specific and system-wide performance targets. Performance targets are based on the metrics and derived from overarching goals, and there are consequences for not meeting targets. Accountability frameworks perform several

> [City departments funding workforce] need to be better at judging our performance. That would be ... systems change. ...Sector Academies, where does that land people? Transitional employment, where does that land people? Job readiness stuff, does that work? Sector Bridge, how many get into Sector Academies? From the outcomes performance side ... I would love to get to a place where we are more consistent in what we want, as a city, from our programs.
>
> *City Staff*

functions. They unify strategy and practice around common goals by doing the following:

- Giving providers and funders common metric definitions and clear specifications of general goals,
- Providing an information feedback loop (data on performance metrics) that providers and funders can use to assess whether changes in programs and pathways are necessary,
- Directing providers' attention to program improvement that supports their ability to meet targets (and thus achieve common goals),
- Creating a platform that facilitates aligned action among providers engaging in collaborative service delivery, and
- Motivating stakeholders when performance data illustrate movement toward achieving overarching goals.

Due to the typically fragmented nature of workforce development systems, however, strong accountability frameworks are rare, and San Francisco's system is no exception.[103] San Francisco's

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[103] The 2007 management audit of the workforce system called for the creation of a system-level MIS. Its recommendations included the following: "identify departmental and City-wide performance measures for workforce development activities," "pilot a comprehensive workforce program data tracking system," and "strengthen

workforce development funders do hold providers accountable for performance metrics and targets, but several challenges stand in the way of creating a strong accountability framework:

- Outside of program completion and job placement metrics, there are relatively few common metrics that funders ask workforce providers to use – instead, measures tend to vary by funding source;[104]
- There is minimal information about job placements – providers often do not submit data to funding departments about the character of the job or about job retention;
- There is no one comprehensive workforce program data tracking system – data tracking systems vary by funding agency and sometimes within agency, by funding source;
- The data elements referencing program activities are similar across data sources, but not the same – it is extremely difficult to impose uniform meaning on data elements stored in different systems, which means it is also extremely difficult to aggregate data and learn information about the system as a whole;
- Data sharing is hampered by differences in data collection time frames and by privacy rules;
- Departments have developed data tracking systems for good reasons: to conform to their *own* funder requirements and to support their *own* needs – departments will need strong incentives to commit to changes or additions in data tracking; and
- There appear to be few consequences for not meeting performance targets (providers are re-funded even when they underperform).

San Francisco's weak workforce accountability framework means a critical information deficit, which creates a structural barrier to coordinated action aligned to a set of overarching, common goals.

Tension between Political Imperatives and Provider Accountability

In workforce development systems, tension between political imperatives and program performance goals are common. In San Francisco, this tension manifests in local structures of power, comprising relationships of political influence among nonprofits, the San Francisco Board of Supervisors, and the departments that contract with nonprofits. Nonprofits often have a devoted core of clients who can bring political to bear when programs they love are in danger of being cut. This can be a powerful political force, in tension with the fact that programs may not have met their performance goals. This tension between nonprofit performance and political imperatives was highlighted in a 2009 report on the findings of the San Francisco CBO Task Force:

> *The politically charged budget process means that final funding decisions for nonprofits do not always align with the recommendations and City and County staff or the needs of the community. The annual add-back process, whereby the Board of Supervisors restores funding not programs that have been cut by*

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performance requirements for City agencies and community-based organizations funded by the Department." Departments that fund workforce programs have taken some steps toward implementing these recommendations, but building an accountability framework is a monumental task—and one that is still in progress.

[104] There have been some recent changes here with the 2013-14 OEWD RFP; these will be discussed in the section addressing systems changes that have already taken place.

departments, is widely recognized as impeding the ability of City departments to hold nonprofit contractors accountable for poor performance.[105]

These political pressures are very real and almost entirely unavoidable given the local structures of power. In resisting these pressures, supervisors would have to be willing to take a political hit that could well mean losing the next election. These circumstances undermine the efforts to implement an accountability framework that "has teeth." While an accountability framework with teeth is certainly not the *only* way to ensure program effectiveness, it *is* a critical tool in the funder toolbox.

> It's a huge issue that we have a lot of low capacity providers that have some political sway. …There's never any accountability. […] I do understand why [offering services from a neighborhood CBO] seems preferable. […] But I think that funders, public and private, need to get together and say: "we're holding you accountable to X outcomes…. If you don't meet them, we'll have real performance improvement plans we'll hold you to."
>
> *Philanthropic Partner Staff*

With the political pressure to add back funding for organizations even when they are not performing well, organizations have little incentive to make the changes they need in order to meet their performance targets. Funding is not flowing to the best performing organizations; instead, the process allocates funding based on political principles. This allocation process contributes to a situation in which funding is spread more thinly rather than concentrated in the best programs. Each dollar is spent less effectively than it would be in a system governed by a robust accountability framework.

Deep Social Divides and Distrust of Outsiders

CBOs in the HOPE SF neighborhoods have close ties in the community. Their staff usually live in the neighborhood and often have grown up there as well. Like their clients, many of the staff members have experienced social and economic exclusion. They have strong networks of relationships and a bone-deep understanding of life in their own

> For Alice Griffith, it's easy, because we've been here for years. We know a lot of residents…, we're at home. […] We haven't had a problem [getting residents to participate]. Since we are already connected to the community, I may not know you, but I may know your uncle, your aunt – it makes it a lot easier.
>
> *Community-Based Organization Staff*

neighborhoods and what it is like to address the challenges within their own community every day. They are the insiders, and those who come from beyond the neighborhood borders are outsiders.

HOPE SF necessarily means that outsiders – funders, planners, and policymakers – seek change for neighborhood CBOs. They may be offering new solutions, working to change program designs, asking CBOs to play new roles within a service delivery network, or imposing new

> These are service providers in the neighborhood with very little funding, and dealing with a lot – and the city expects them to do a lot of work for a little money. Historically – they've seen lots of grants and go without much visible impact – but they're been there every day, with bullets whizzing.
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> *City Staff*

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[105] Harder + Company (2009). *Partnering with Nonprofits in Tough Times: Recommendations from the San Francisco Community-Based Organizations Task Force* (p. 10).

requirements. From the perspective of those on the inside, this effort to impose external solutions reeks of cultural incompetence (and even attempts at cultural dominance) and is galling in the extreme. The idea that people who do not live the daily neighborhood reality would understand how to work with the community – this simply makes no sense. They feel they are being bossed around rather than listened to.

The funders, planners, and policymakers participating in HOPE SF's design and implementation can find this response frustrating. They are seeking to support neighborhood CBOs, improve the lives of vulnerable families, and move HOPE SF forward. They can see the accusations of cultural incompetence as beside the point. They feel they *are* listening. These diverging perspectives make trust building between the "grassroots and treetops" highly problematic. It can sometimes seem as if grassroots and treetops are not even on opposing sides of one argument – they are actually having two entirely *different* arguments.

Issues of social exclusion and cultural competence generate strong emotions. Given the emotional layers to the dynamic, it is human nature to blame the rupture on the personalities involved. But in fact, the divide is a structural one – between inside and outside mainstream institutions, between inside and outside a community, between different rungs on the socioeconomic ladder, and between the experience of opportunity and the experience of oppression. Distrust and lack of understanding are simply the interpersonal manifestations of structural inequality.

This structurally generated distrust creates serious roadblocks to solutions that seek to build the capacity of neighborhood CBOs. Ensuring that clients in the neighborhoods receive the highest-quality programs and services is a necessary and important goal, but it

> There's this *tremendous* distrust of outsiders, so that the idea of … bringing in something like a high-performing organization…, [neighborhood CBOs] don't want [them] to come in. It's a "do it ourselves" mentality.…
>
> *Philanthropic Partner Staff*

is consistently met with resistance. Neighborhood CBOs often read capacity building and other types of support and collaboration as deeply misinformed attempts on the part of the elite to show that they know more – and are better – than the community members. The social divide is a structural barrier to the capacity building that may be needed to boost program effectiveness.

Structural Barriers and Challenges to Building Effective Workforce Pathways

The structural barriers discussed in this section all constrain the ability of system actors to ensure that: programs and services are in good supply and sufficiently tailored to the needs of the high-barrier segment; and that programs are all sufficiently aligned with ultimate system goals and have adequate links from one step in the pathway to the next.

It is also the case that system actors are chipping away at these barriers. As stakeholders work together to change the constraints they must work under, systems change is taking place and space opens up to build more effective workforce pathways. The next section identifies some of the ways in which systems change is already underway.

What Systems Changes Are Already Taking Place?

Systems changes can happen at the level of the workforce pathway (enhanced capacity and improved connections) or at the level of structure (reductions in structural barriers that stand in the way of pathway improvements). Generally, since structural barriers stand in the way of pathway improvements, structural change comes first. What are the structural changes already happening in the workforce development system that could lead to improvements in workforce pathways? This section explores some changes underway that could mean shifts in some of the structural barriers identified in the previous section. It also looks at the ways that system actors are intervening directly in pathways to build their capacity and connections.

Hope for Middle-Skill Jobs in San Francisco

It is true that San Francisco has a bifurcated labor market, with the result being: large rewards for the highly educated, steep penalties for those with little education, and relatively fewer jobs at the "middle-skill" level that can offer pathways out of poverty. However, there is room for optimism. The existence of middle-skill jobs is, in fact, the basis of OEWD's sector strategy: the Sector Academies train residents for jobs that do not need a four-year college degree, and yet pay decent wages. OEWD has identified four sectors in which middle-skill jobs exist: information technology, healthcare, construction, and hospitality. Projected job growth in these sectors is laid out in WISF's recent draft strategic plan for 2013-17:

Exhibit 45. Job Growth in OEWD's Identified High-Growth Sectors

Occupations		Job Growth from 2010-2020
Information & Communications Technology	Multimedia & Design	26%
	Networking & Security	28%
	IT Support	23%
	Programming	30%
Healthcare	Practitioners	15%
	Technicians	19%
	Administrative	22%
	Support	24%
Construction		18%
Hospitality	Culinary	24%
	Food & Beverage Service	23%
	Facilities Maintenance	15%
	Guest Services	15%
	Security Guards	15%

Source: DRAFT Workforce Strategic Plan 2013-2017, Workforce Investment, San Francisco

The challenge remains for bringing high-barrier individuals into the Sector Academies. However that is, in theory, a solvable problem. What we do know is that there are middle-skill jobs available for people who succeed in Sector Academies – this is the basis of San Francisco's successful sector strategy.

> Living wage job opportunities requiring short- or medium-term on-the-job training, a post-secondary vocational certificate, or Associates degree, are growing in San Francisco.
>
> *-Ted Egan, Ph.D. (San Francisco's Chief Economist)*[106]

Addressing Limited Resources

Limited resources are of course a perennial problem – generally for social services and for workforce development in particular. Currently, there are no large funding sources flowing into the county that have the potential to remedy low and declining resources for workforce in San Francisco. However, there has been reallocation at HSA to provide more workforce program slots as part of IPO, and there are also some small sources of additional funding that could expand pathway capacity in ways that may benefit those in the high-barrier segment who access programs in the Bayview, and will also benefit HOPE SF residents in particular.

- **HSA reallocated about $250,000 to two CBOs that serve HOPE SF neighborhoods, in order to fund the job readiness training component of IPO.** With this funding, these two CBOs can serve an additional 50-60 young adults. Not all of these youth will come from HOPE SF sites, but many are likely to, given the profile of who is being targeted for program participation.
- **Funding for building the capacity of CBOs that work with HOPE SF residents.** Workforce programming is one of the Campaign for HOPE SF's investment areas, and the Campaign has about $300,000 on the docket for 2013-14. As of this writing, the docket is not finalized – but some of the funding may pay for a capacity building effort with Bayview-based workforce CBOs.[107] Targeted capacity building may increase the ability of CBOs to serve HOPE SF residents.
- **Funding for youth programs.** The Campaign is planning to allocate about two-thirds of its funding to program slots that would serve HOPE SF youth. The number of slots available to youth would grow by a projected number of 150. This is 20% of the total number of youth at the sites in the 16-24 age range, so this expansion of supply is non-trivial.

Addressing Constraints Associated with Funding Streams

If funding constraints mean that those using a particular funding stream cannot serve HOPE SF residents – or cannot serve them with programs sufficiently tailored to their needs – the solution is either more *flexible* funding or funding with *constraints that will support* serving HOPE SF residents (for example, funding spent on slots reserved for residents or funding for a program design tailored to the high-barrier segment).

- **Flexible dollars provided by the Campaign for HOPE SF.** The Campaign's dollars are flexible and can be used to invest in programs designed specifically to be maximally tailored to the needs of HOPE SF residents. Slots paid for by the Campaign funding will increase pathway

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[106] See the PowerPoint deck presented on October 3rd, 2012, by Ted Egan, Ph.D., San Francisco's Chief Economist, Office of the Controller/Office of Economic Analysis: *The End of the Great Recession.* Retrieved from: http://oewd.org/media/docs/WorkforceDevelopment/wisf/WISF%20Board/2012/10.3.12/San%20Francisco%20Economic%20Update%20October%202012%20WISF%20_Members.pdf

[107] The Campaign is planning to allocate about two-thirds of its funding to program slots (meaning an increase in program supply, by about 150 slots), but these are for youth in the first year.

capacity through increased tailoring. In addition, innovation in program design – if successful – may disseminate to non-funded providers serving the same or similar populations. If new program models disseminate, they will achieve a scale beyond the funded slots.

- **Program designs put forth in OEWD's RFP encouraging the use of OEWD funds to leverage other dollars to combine behavioral supports with workforce training.** OEWD's core organizational mission is skilling up, so it does not use its dollars for behavioral health. However, OEWD clearly understands the "pre-job

> [OEWD] beefed [the behavioral health component] up in [its] RFP. [...] Lots of people say they want a job, but there are so many other things they need. And we were hoping with that strategy to fund something that's already within a more comprehensive services system. We say: "okay, you want a job, and here are all the things that you need to move through to get ready for a job."
>
> *City Staff*

readiness" need that the high-barrier segment has for behavioral health supports. To help meet the needs of this segment, OEWD has sought to emphasize leveraging other systems that can offer behavioral health services to complement the "skilling up" services that OEWD funds. Partly as a result of this strategy, and partly as a result of coordination with the Campaign, OEWD's 2013-14 RFP encouraged applicants for NAPs to leverage other dollars (e.g. dollars funding a Family Resource Center) to pay for a behavioral health component of workforce programming for high-barrier segments. With this collaboration design, CBOs serving HOPE SF neighborhoods may be able to provide programming better tailored to the needs of HOPE SF residents. This strategy will manifest differently in different HOPE SF neighborhoods, however: an FRC was funded to be a NAP in Potrero Hill; a NAP is co-located with an FRC in Visitacion Valley; and there is no FRC in the Bayview.

Addressing the Lack of Master Alignment and a Weak Accountability Framework

These two structural barriers (or rather, absence of structural facilitators) represent fundamental challenges that go far beyond HOPE SF. Actors in the system are well aware of these challenges and are working to address them.[108]

- **Efforts to create a "system map" that will support agencies in aligning their funds and program models with one another and with the larger goals of the system.** In 2012, the Mayor's Office and OEWD launched an effort to develop a workforce system map. This map is in its early stages, and so far, it shows the target populations of OEWD, HSA, and DCYF, and it lays out the programs that serve different subpopulations. OEWD plans to reach out to additional departments to include them in the map as well. A goal of the mapping effort is to make the pathways "visible" and thus support an understanding of efficient specialization across populations, issues, and solutions rather than more independent decision making.
- **OEWD's 2013-14 RFP has created greater alignment around the metrics that grantees are asked to track.** Typically metrics vary by funding source. OWED uses three funding sources to fund its grantees: WIA, CDBG, and the General Fund. In its most recent RFP, OEWD has unified the metrics across these funding sources. Other City departments and foundations fund many of

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[108] In fact, OEWD itself is an effort to address fragmentation in the system. It was created by city ordinance in 2008 with the goal of bringing all the workforce funding under the centralized oversight of OEWD as a policy, planning, and funding body.

the same nonprofits, but as the central workforce policy and planning department, OEWD has leverage in this area and further alignment may result from their important efforts.

- **The HOPE SF Dashboard.** The HOPE SF Services Director championed a process for collaborating with participating City departments for the purpose of creating a dashboard, which includes metrics and performance targets derived from high-level

> Conversations around targets for the dashboard … we talked about: … what's a realistic number? Get our rationales agreed on. […] It was a great conversation to be in. We all know how hard this is and we came to agreed-upon targets!
>
> *City Staff*

HOPE SF goals. The HOPE SF dashboard has the potential to bring greater alignment to workforce system purposes and strategies – to serve as a catalyst for focused dialogue around the pursuit of formulating a set of common objectives and the strategies to reach them.

Addressing the Tension between Political Imperatives and Accountability

Local structures of power make it almost impossible to develop a strong accountability framework with the ability to follow through on consequences. This has long been an intractable problem, and stakeholders discussing it did not see a solution. It is possible that this is a tension that the system will simply need to continue to manage.

Addressing the Social Divide and Distrust of Outsiders

The obdurate social inequities that give rise to an "inside/outside" divide constitute a structural barrier that can be lowered only slowly over time – and this barrier may be especially resistant to change. Complicating the situation is the fact that addressing the social divide is in direct conflict with strengthening the accountability framework by shifting the local structures of power. Local CBOs do not directly influence Supervisors in their districts, but they can mobilize their clients to do so. Clients become the grassroots civic power, rightly asserting the voice of the community when CBO funding is threatened. If this grassroots power is undermined in the name of accountability, their reasons to distrust outsiders are confirmed and expanded. Despite the dim prospects for addressing this social divide, there may be some reasons to hope, having to do with the efforts to build local CBO networks in HOPE SF neighborhoods.

- **Trust building in the Sunnydale Provider Network.** In Sunnydale, neighborhood CBOs and City staff have begun to build trust. If skepticism among CBOs is reduced, the opportunity for effective capacity building and collaborative identification of solutions might arise. This could in turn mean enhanced program tailoring and effectiveness. It is also possible that there will be lessons learned from the successes of this network, which

> I think we've created a network in which the service providers feel the City is invested in their success…. […] That was a delicate process, involved creating a space in which people could vent their frustrations and suspicions [at service provider meetings]. […] [There were] multiple levels of trust and community-building that had to be done. Between the City and service providers, and among the service providers. Before you can really get into the meat of trust between residents and service providers, you need to get the providers and the City trusting one another.
>
> *City Staff*

can be transferred to other networks within the HOPE SF collaborative.

Addressing Inadequate Job Supply

Job supply is a complex issue – one that cannot be solved by a simple expansion of the number of jobs in a local economy. The jobs created must be a good match for the *labor* supply. In the case of HOPE SF residents, there may be more work to do on the labor supply side than the job supply side. That said, there are certainly efforts underway to create jobs as part of the community revitalization that is the "neighborhood" focus of HOPE SF (which has a threefold focus on housing, people, and neighborhood).

▪ **Economic development, bringing an expansion of the job supply in the future.** Planners for the Candlestick Point-Hunters Point Shipyard development project, which encompasses the Eastern Bayview neighborhood, forecast the creation of almost 11,000 jobs as a result of the build-out between 2010 and 2021.[109] If workforce programs are able to link to new jobs, there may be better connections between workforce programming and competitive employment.

Creating More and Stronger Entry Points into the System

The service connection model, for all its challenges, certainly represents systems change. This model focuses service connection resources at HOPE SF sites, and has many stakeholders doing the hard work to ensure that service connectors can link residents to services available in the City. At the same time, there are other resources newly focused on FRCs with the express purpose of having FRC's support the effort to pull residents into a "grid" of services and wraparound supports. As the density of entry points into the system grows, the ability of residents to access workforce programming grows along with it.

> The reasons for hope are the services connection work and the Family Resource Centers. [...] I have seen systems change over the last five years. Specifically at Sunnydale – when HOPE SF started, the residents were disconnected from services in general in the city. Now we are using the FRC model as a base for service delivery. Five years ago … the Vis Valley FRC didn't connect with Sunnydale residents…. Now the Vis Valley FRC looks at Sunnydale as a core constituency.
>
> *City Staff*

The value of service connection has been called out especially for transition-age youth. Before service connectors were on site, there was much more attrition between the time of program orientation sessions, and the time of program application. Service connectors have been able to help youth to envision the efforts that the application will take to finish, and support youth in the logistics of completing an application, turning it in, and showing up to application events (such as interviews).

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[109] Economic and Planning Systems, Inc. (2010). *Fiscal and Economic Impact Analysis of the Candlestick Point-Hunters Point Shipyard Phase II Development Project* (prepared for Lennar Communities on behalf of the City and County of San Francisco).

Changes in OEWD's Strategy that Have Promise for More Effectively Serving the High-Barrier Segment

OEWD's new approach to service delivery, based on the Access Point model, has a great deal of promise for ensuring building capacity and connections for their pathway serving the high-barrier segment.

- **There is a focus on funding trusted neighborhood CBOs to act as Neighborhood Access Points (NAPs).** Residents of a particular neighborhood will be able to access a wide range of services and supports by going to neighborhood organizations that they know and trust, and which are close by. NAPs have a wide range of services, and also coordinate with the Comprehensive Access Points, so will be able to easily connect residents with any supports or services not immediately accessible within that organization.
- **By creating the new Assessment and Education Services Coordinator function with its most recent RFP, OEWD is able to place a new emphasis on education for adults.** Five Keys Charter School has received the OEWD grant to take on this function. Staff people providing these services will be housed at the CAP, and will work with the NAPs to help ensure that clients working with Access Points throughout the City will be connected with the educational services they need.

Recommendations and Questions for Reflection

There are several ways in which structural barriers hinder the ability of actors to build more effective workforce pathways. And every structural barrier is itself difficult to tackle. The fact that HOPE SF and other City actors are making headway with some of these barriers is cause for celebration! But there is no time to rest on laurels. HOPE SF must continue to address structural barriers. Without systems change happening at this level, the good work of dedicated people to support individuals will continue to mean success for the lucky few who beat the odds and poor labor market outcomes for the rest. Instead of setting up the pathways so that there are a few who beat the odds, HOPE SF needs to *change the odds*.

Recommendations

- **Work with the major workforce actors to create master alignment within the system.** Master alignment means that there is a limited set of overarching goals that *all major actors share* and that *serve to orient all programs, services, and connections in the pathways to these goals.* This does not mean that there is one pathway, for clearly, there should be different pathways tailored for different population segments. The work needed to enable master alignment can build from the work that the Mayor's Office and OEWD have begun with the system mapping.

- **Adopt a goal for the workforce system that those in the high-barrier segment should have long-term economic security.** Economic security is certainly named as a goal, but the way the pathways are currently set up, the high-barrier segment moves through a pathway that points them to low-skill, opportunity-poor jobs. Their progress through the pathways most likely means a future of sporadic labor market attachment and no upward mobility. People may become employed, but employment does not provide a real pathway out of poverty.

- **Master align the high-barrier pathway around the goal of long-term economic security and commit to building the vocational skill sets of HOPE SF residents.** Currently – for a variety of reasons – the high-barrier segment pathways are structured so that few participate in vocational training. It is very difficult under these circumstances to accumulate the skill set that will translate into jobs that link to a career ladder. The pathway should support high-barrier individuals to engage in training, either by (1) funding transitional employment programs tailored to the high-barrier segment and linked to employment, (2) designing a Sector Academy tailored to the high-barrier segment (such as one focused on early childhood education, if it is the case that there is sufficient projected occupational growth in this sector), or (3) putting in place effective on-ramps to the Sector Academies.

Revisit efforts at capacity building for neighborhood CBOs. Given the fact that CBOs in HOPE SF neighborhoods must address some of the most complex workforce issues faced by anyone in the City, these CBOs should have very high capacity. Efforts at capacity building in the past have not supported CBOs sufficiently. This evaluation did not focus on capacity-building solutions, but it is clear that these efforts should be revisited in a new way. Problems in the past seemed to revolve around the fact that capacity

> CBOs are very important. [...] Sustainability-wise, we need to build capacity of community groups. ...[W]e need strong organizations in the community that are able to effectively serve this population.
>
> *City Staff*

building was "top-down." Perhaps a HOPE SF representative should conduct a "capacity challenges listening tour" to collect input on how the types of capacity-building that the CBOs themselves would find useful.

- **Consider supplementing capacity-building for neighborhood CBOs with altering the division of labor within the field: some lower-capacity neighborhood CBOs might concentrate on the services they can best provide, while larger "non-indigenous" nonprofits take on other functions.**

> CBOs are very important. [...] Sustainability-wise, we need to build capacity of community groups. ...[W]e need strong organizations in the community that are able to effectively serve this population.
>
> *City Staff*

Capacity-building is a difficult topic. There are those in the City who feel "burned" by past capacity-building initiatives, and several of those interviewed believe that attempts to build the capacity of neighborhood CBOs has had minimal (or even no) impact. These stakeholders generally believe that more money spent this way is a waste of resources. One person suggested that resources should flow to the local branches of national nonprofits that will be able to work most effectively with highly-barriered clients. At the same time, abandoning all attempts at capacity-building and de-funding as a consequence of poor performance will surely deepen the "inside/outside" divide and reinforce trends of marginalization. Despite the fact that success has been so far elusive, building community capacity remains an important goal.[110] At the same time, there are also new ways to envision how neighborhood CBOs fit into the overall division of labor. The CBO Task Force recommended that Management Services Organizations (MSOs) take on the back-office administrative tasks of CBOs, so that providers can allocate resources to their front-line work,[111] and this was echoed by one City staff person. Other, more far-reaching approaches to a field division of labor were suggested: it may make sense for CBOs to concentrate *only* on outreach and case management.

- **Build off of current workforce linkages with City College of San Francisco (CCSF, San Francisco's community college system[112]), bringing CCSF in to develop a program targeted to the high-barrier segment.** OEWD and HSA already work closely with CCSF: OEWD works with CCSF to provide training for its Sector Academies; and HSA and CCSF partner to provide work-study opportunities

> ...Absolutely there needs to be more partnership [between CCSF and HOPE SF]. The model that would probably work best in the HOPE SF communities is a model where you have a strong CBO that is doing the outreach, recruitment, and assessment, and then also the case management, getting kids and adults enrolled and into college, and supporting them, and then helping to do the job placement. That's the kind of intensive support that many of the residents of HOPE SF need....
>
> *Philanthropic Partner Staff*

for HSA's CalWORKs clients. So far, however, HOPE SF has not sought to work with CCSF to develop programs specifically targeted HOPE SF residents. HOPE SF may want to build on

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[110] This report did not collect opinions on capacity building approaches. However, one stakeholder did point to the Chicago Jobs Council has having pioneered some very promising approaches that differ from the way that San Francisco has pursued its efforts so far.

[111] Harder + Company (2009). *Partnering with Nonprofits in Tough Times: Recommendations from the San Francisco Community-Based Organizations Task Force*.

[112] While the future of CCSF is – at the time of this writing – uncertain, the hope is that it will still be a San Francisco institution at the end of summer 2013.

existing partnerships, and potentially bring CCSF formally into the HOPE SF City Services Team, a collaborative that manages HOPE SF's on-the-ground implementation. One of the barriers to capitalizing on CCSF opportunities is the fact that HOPE SF residents have such deep challenges that – on the whole – they may not be able to take advantage of the opportunities that a college experience offers. However, community colleges often provide very high-quality programs and supports for underserved populations.[113] Community colleges are eager to build on best practices in innovative ways, partner with other organizations, and serve a new population from the community that has been traditionally underserved. Tailoring a CCSF program for HOPE SF will likely not be entirely easy, since CCSF may have had only limited experience with such a high-barrier group. But given that community colleges are such an important source of career and technical education, linking HOPE SF to CCSF may generate a fruitful partnership.

▪ **Expand the supply of transitional employment programs that are tailored more closely to the needs of HOPE SF residents, fund their wages through social enterprise and/or wage subsidies, link them to education; and offer robust post-program supports.** There is no doubt that transitional employment is expensive, so expanding the supply for residents may seem unrealistic. Expanding the supply of transitional jobs is a more realistic suggestion if the model operates through social enterprise – in which case revenues can fund (or partially fund) wages. (Wage subsidies from funders may still be necessary.) To tailor the model in a way that more closely

> We need to have somewhere for you to graduate *to* [from transitional employment]. Somewhere where you continue improving your education. The next thing should be education and employment at the same time.
>
> *City Staff*

> The core components in the Economic Mobility Task Force [recommendations] are still right. We had talked about putting transitional employment as a front and center strategy for engaging folks who had been out of the workforce for a really long time. A place they could get practical hard skills, and a paycheck, and get back into the rhythm of work. It's really expensive, there aren't enough programs, but it makes more sense if you're a social enterprise. [...] It's expensive if you don't have a business – but if you have a business, there's a source of funding for wages. Of you have to find grant dollars to subsidize wages because the market won't pay for it.
>
> *Philanthropic Partner Staff*

fits residents' needs, the time period should be lengthened. While longer programs greatly increase cost, the investment should ultimately pay off if participants do not cycle back into the system: if clients are "frequent users" of workforce services, their lifetime use of program slots most likely becomes more expensive than an extended period in a transitional job. In addition, the program should integrate the pursuit of educational achievement. This, of course, adds to the expense, but there are promising models that community colleges have pioneered. Greater educational attainment is vital if we are to avoid simply moving residents from the ranks of the "non-working poor" to the "working poor." Finally, residents should continue to have access after program exit to staff who will support them as they compete in the labor market. Workforce attachment usually does not follow a linear upward trajectory – instead there will be setbacks and halting progress. Residents need a skilled employment specialist consistently in their corner to help them face and conquer inevitable disappointments.

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[113] Osterman, P. (2006). "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy*. Washington: Urban Institute.

- **Look for ways to bring to San Francisco some models of education that can put high-barrier adults on track to truly build educational attainment.** Currently, the best educational options for adults in the workforce system come with participation in the Sector Academies. Since these are often not a good fit for the high-barrier segment, these adults have very limited access to educational options (and they may not even be interested in these options). A best practice model called I-BEST (Integrated Basic Education and Skills Training Program[114]), however, has potential for San Francisco. In I-BEST, basic skills education is taught concurrently with technical vocational courses. It is designed to bring students with low educational attainment into college-level work, and to support the completion of a credential with workforce value. The model has been studied extensively, and shows positive outcomes even for those with very low educational attainment at baseline. It has downsides: it is an expensive model, and is a community college program – and at this moment the future of San Francisco's community college system is uncertain. However, the HOPE SF partnership may want to begin this dialogue to explore the possibilities for program implementation, recruiting HOPE SF residents in particular, funding, and sustainability.

- **Consider programs that integrate behavioral health components directly into workforce programs, in addition to models that include referrals to outside mental health and substance use services.** Some program models have been developed in which mental health and substance use issues are not seen as "barriers to remove" *before* engagement with workforce programming or with jobs can begin – rather, jobs are seen as a tool in recovery. By adopting this perspective, program planners can design individualized plans in which activities to improve mental health and substance use, and workforce development activities will *reinforce* one another. If work is used to spark hope and to build self-efficacy, barrier removal is more likely to succeed.

Questions for Reflection

- **How can the social divide between "insiders" and "outsiders" in the HOPE SF neighborhoods be bridged?** Are there broadly applicable lessons from the Sunnydale Provider Network? Is there targeted facilitation that could be helpful? Are there any "boundary spanners" with a foot in both the "grassroots" and "treetops" worlds that can bring communities together with City and Campaign planners?

- **If the goals of strengthening an accountability framework come into conflict with the goals of trust building with CBOs in the community, which goal should win out?** Are there possible compromises between the two goals? Are there ways that CBOs can help to build the accountability framework so that it is not something imposed on them from the outside? Might the Workforce Coalition play a role in strengthening the accountability framework while also bridging the divide?

- **Are new approaches to capacity building for neighborhood CBOs possible?** Regarding capacity building, there is frustration on all sides – including frustration with consultants to take a look from the outside and tell other organizations how to both provide and consume capacity building. It seems currently there is some gridlock around this issue – and yet the solution cannot simply be to pull funding from the trusted neighborhood organizations that

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[114] See Wachen, J., Jenkins, D., and Van Noy, M. 2010. *How I-BEST Works: Findings from a Field Study of Washington State's Integrated Basic Education and Skills Training Program.*

have built deep and trusting ties with a community. Are there ways for system actors revisit these questions with fresh eyes?

▪ **What are the best ways to pursue master alignment?** Given diffuse power centers, what actor or actors are best situated to take the lead? Can this effort build off of OEWD's work on system mapping?

▪ **Where should the pathways grow in order to provide a sufficient supply of effectively tailored vocational training for the high-barrier segment?** Is the best choice to create effective on-ramps into Sector Academies for the high-barrier segment, to develop another Sector Academy designed specifically for high-barrier individuals, or to invest in transitional employment? How might an investment in transitional employment work with or align to the transitional employment provided by other organizations (e.g., REDF[115])? Are there ways to make transitional employment programs affordable at scale?

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[115] REDF is a San Francisco-based venture philanthropy organization that creates jobs and employment opportunities for people facing the greatest barriers to work. It provides equity-like grants and business assistance to a portfolio of nonprofits in California to start and expand social enterprises that employ youth and adults with multiple workforce barriers.

V. Appendices

The appendices are organized as follows:

A. Additional Background on the HOPE SF Initiative and the Evaluation
B. Key Informant Interview and Focus Group Participants
C. Dashboard Indicator List
D. Hunters View and Alice Griffith Household Surveys: Process and Results
E. Literature Review: Safety in Public Housing
F. Literature Review: HOPE SF's Service Connection in Context
G. Overview of Programs and Services
H. Summary of Progress towards Choice Neighborhoods Initiative Goals at Alice Griffith in 2012
I. Organizations Engaged in the Service Provider Network and the Communities They Serve
J. Information Collected in TAAG
K. TAAG Risk Categories
L. Referral Outcome Categorizations
M. Detailed Descriptions of Workforce Development Programs and Services for Adults
N. Detailed Descriptions of Workforce Development Programs and Services for Transition-Age Youth
O. Explanation of How the Supply and Need of HSA-Funded Slots were Calculated
P. Literature Review: How to Boost Employment and Earnings among Disadvantaged Populations

A. Additional Background on the HOPE SF Initiative and the Evaluation

Components of HOPE SF to Achieve Its Goals

HOPE SF is designed to achieve its goals through the following initiative components:

- Redevelopment that includes one-for-one unit replacement and on-site relocation;
- Mixed-income housing;
- A focus on resident engagement and leadership development; and
- Community building and service connection as human capital strategies.

Each of these is summarized below, as are the systems change efforts that are integral to HOPE SF's success.

Redevelopment

HOPE SF redevelopment incorporates two fundamental strategies:

- **All public housing units will be replaced one-for-one, and substantial additional affordable and market-rate housing will be added at each site.** Because of the untapped real estate potential at the sites, HOPE SF represents an unusual opportunity to increase housing density, actually adding to the housing inventory rather than reducing it, without compromising the quality of the resulting living environment.

- **Construction will be completed in phases, thereby enabling current residents to remain on site during construction and to move into the new units as they are built.** This strategy reflects the HOPE SF principle of prioritizing the needs of the current residents of the HOPE SF sites, ensuring that they receive the full benefits of redevelopment. Phased construction is intended to minimize disruption to current residents by enabling them to remain in their current neighborhoods. The table below provides an overview of HOPE SF site activity currently underway and projected to be accomplished over the course of the initiative.

Exhibit 46. Current Phases of and Projected Activity at HOPE SF Sites

Name	Neighborhood	Current Phase	Lead Developer	New Completed Units	Replacement Public Housing	Total Housing Proposed	Net New Housing
			Active Currently				
Hunters View	Bayview Hunters Point	Construction	John Stewart Co. and Devine & Gong	107[116]	267	740	473
Alice Griffith	Bayview Hunters Point	Pre-development	McCormack Baron/Urban Strategies	---	256	1,210	954
Potrero Annex and Terrace	Potrero Hill	Planning/Entitlement	Bridge Housing	---	606	1,604	998
Sunnydale	Visitacion Valley	Planning/Entitlement	Mercy Housing & Related Co.	---	785	1,700	915
Westside Courts	Western Addition	Feasibility	UrbanCore	---	136	205	69
			Longer Term				
Hunters Point	Bayview Hunters Point	No developer yet	n/a	---	133	274	141
Westbrook/Hunters Point East	Bayview Hunters Point	No developer yet	n/a	---	306	1,012	706
Total				107	2,489	6,745	4,256

Mixed-Income Community Development

HOPE SF redevelopment and revitalization plans include a mix of public, affordable, and market-rate housing. The developments will include both rental and ownership housing, further increasing the diversity of these mixed-income communities.

Resident Engagement and Leadership Development

A guiding principle of HOPE SF is to involve residents at the highest levels of participation, which includes engaging residents in planning and implementation and developing mechanisms to engage residents in the process. To maximize resident participation, HOPE SF gathered input from current residents of HOPE SF sites and created the HOPE SF Leadership Academy to provide residents with development knowledge and to promote their active participation in the process.

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[116] These units were finished and opened between December 2012 and June 2013. In addition to the 107 units finished, the following amenities are now complete: a community room with kitchen, the property manager's office, and a patio outside the community room, which overlooks a new park.

Community Building and Service Connection

To bring about real change in the lives of individuals and families living in these public housing sites, HOPE SF is developing intensive human capital development strategies to ensure that people, rather than buildings, are at the heart of the transformation of these neighborhoods. These strategies – community building and service connection – are summarized below.

- **Community builders work to create a cohesive, fully formed sense of community among residents and the neighborhood as a whole.** Their responsibilities include: forging relationships with and facilitating a sense of community among residents; facilitating ongoing community building activities (e.g. cooking classes, a community garden, holiday parties); coordinating closely with the services connectors; and acting as liaisons between the property management company and the residents. As facilitators, community builders focus on developing a sense of community among the residents by engaging them on issues of importance and shared interest, such as public safety and neighborhood schools. During the development process, they work to involve residents closely in site planning. They also work closely with both property management staff and service connectors to develop and maintain partnerships with community-based organizations.
- **Service connectors ensure that residents access and utilize the rich network of services that the City funds.** Service connectors conduct needs assessments at each household, develop individual service plans, refer individuals and families to services, offer workshops and classes, and also follow up to monitor service enrollment, progress, and evolving needs. Service connectors are supported by a dedicated network of social service providers committed to working actively to meet resident needs. For more information on this element of the HOPE SF model, please see the chapter on service connection.

In some instances, the same group of on-site staff serve as both service connectors and community builders.

The HOPE SF Theory of Change

The Theory of Change that articulates the HOPE SF strategy and undergirds the evaluation is presented on the following page.

HOPE SF Theory of Change

HOPE SF ADDRESSES SERIOUS PROBLEMS…	… THROUGH A UNIQUE APPROACH WITH IMPLICATIONS FOR ANTI-POVERTY EFFORTS NATIONWIDE

• **Environmental**: HOPE SF properties are dilapidated with leaking plumbing, boarded-up windows, vermin, mold, and non-functioning appliances, and are in neighborhoods with poor infrastructure.
• **Social**: HOPE SF communities are pockets of concentrated poverty, unemployment, social isolation, and violence.
• **Health**: The stresses of poverty, isolation, crime, and lack of economic opportunity mean poor health outcomes for residents.
• **Education**: Youth face barriers to educational achievement that challenge them to be prepared for college and careers.
	• Previous efforts to keep original residents have fallen short; the HOPE SF approach will create communities where residents will be able to stay and will want to stay. This approach includes:
	  o On-site relocation and incentives to get on lease
	  o Investment in community building and service connection on site and linking residents with the surrounding community
	  o Partnerships with SFUSD and other agencies to improve schools in the community
	• Extensive and intensive public-private partnerships to develop mixed-income communities
	• Cross-site evaluation, launched at the start with data-sharing agreements in place across city departments with implications for demonstrating effectiveness of physical and social interventions on improved resident outcomes

IF   **AND**   **THEN**

These HYPOTHESES are true:	We undertake these STRATEGIES:	We can have these IMPACTS:
• This long-term, **two-generation strategy** of supporting adults through workforce development and service connection, while simultaneously improving learning, health, and self-efficacy among children, will help lift current families out of poverty and create the conditions for the next generation to **escape the cycle of poverty** and achieve their greatest potential. • Neighborhoods with **enhanced safety, high quality infrastructure, and nearby amenities** reduce isolation, support economic self-sufficiency, and promote health. • Revitalization, community building and service connection will create a community where people of higher income levels will want to live. Creating **mixed-income communities** will improve opportunities and outcomes for public housing residents.	**Replace obsolete public housing within mixed-income developments** • Create new affordable housing, leveraging public and private local and national resources. • Incorporate green and healthy site designs and units. **Improve social and economic outcomes for existing public housing residents** • Implement a Service Connection model to link residents with needed services. • Create economic opportunities through workforce development efforts and the redevelopment process. • Promote community building efforts within public housing sites. • Provide resident training and capacity building to promote and sustain leadership and engagement. **Create thriving, appealing neighborhoods desirable to people of all income levels by introducing new amenities and enhancing existing community assets** • Integrate neighborhood improvement into the revitalization strategy. • Build a strong sense of community within sites and between sites and surrounding neighborhoods. • Promote mixed-income communities, which will in turn support revitalization in neighborhoods. **Change systems to promote and sustain desired outcomes for residents, developments, and neighborhoods** • Leverage the increased coordination among city partners to increase safety; increased safety will facilitate additional positive outcomes for health, educational attainment, and employment. • Bring together DPH efforts with those of community providers to increase access to healthcare and prevention services, and to promote healthy living conditions that decrease rates of chronic disease. • Partner with SFUSD to implement the community school model in local schools and improve school quality • Enhance the workforce system to create more effective on-ramps to employment that offers a living wage and opportunities for advancement.	The supply of high-quality affordable housing is increased. Residents are stably housed, healthy, and economically self-sufficient. Communities are economically and environmentally sustainable. Children are free from abuse and neglect. Mixed-income communities thrive at redevelopment sites. HOPE SF serves as a new national model for public housing revitalization.

Uses of This Evaluation

Ongoing Learning for Those Implementing HOPE SF

The evaluation is an opportunity for learning and can help stakeholders hold themselves accountable for the goals of HOPE SF. More importantly, the evaluation can serve as an effective tool for ongoing implementation improvement. As a learning tool, evaluation can help stakeholders come to an understanding of the initiative's objectives, assist with collaboration and the promotion of information sharing about processes to achieve objectives, and collect valuable details about the processes – what did and did not work. Furthermore, the evaluation can support cross-site information sharing and learning, especially as the initiative gains momentum.

Informing the Field

HOPE SF is a unique public housing redevelopment project that provides valuable opportunities to build knowledge that can inform national practice and policy. The evaluation will explore the questions of how the HOPE SF approach plays out, whether it is sustainable, and what unanticipated beneficial and detrimental consequences ensue. The evaluation will help provide an understanding of the risks, rewards, pitfalls, and strategies for maximizing success. In particular, the careful attention being paid to the development of a citywide mixed-income initiative offers a rare chance to examine early evidence of whether, and if so how, this can be done successfully.

Research Design Overview

The evaluation uses a mix of four evaluation types: process/formative, outcome/summative, impact, and developmental.

- **Process/formative evaluation** describes how initiative components are implemented and addresses questions about (1) whether residents are being engaged in programming, services, and activities and (2) what lessons are being learned regarding how to improve implementation.
- **Outcome/summative evaluation** tracks outcomes over time at the resident, development, and neighborhood levels. It is designed to provide a description along the way of the short-, medium-, and long-term outcomes that are being achieved.
- **Impact evaluation** aims to answer the question of to what extent any change seen can be attributed to HOPE SF. This question will be addressed at the end of the five-year evaluation cycle by comparing (1) HOPE SF residents to a matched comparison group of other residents at non-HOPE SF housing sites, (2) HOPE SF developments to other similar public housing sites, and (3) HOPE SF neighborhoods to the neighborhoods of the comparison sites.
- **Developmental evaluation** draws on the principle of process and formative evaluation and focuses on telling the story of HOPE SF as it forms, adapts, and evolves. Documenting these unfolding changes is a primary goal of the developmental evaluation. In keeping with the goals of leveraging the evaluation for ongoing learning and feedback, the developmental evaluation will go beyond simply documenting systems change: it will seek to support HOPE SF stakeholders to successfully *make* systems change. It is designed to support systems change efforts by setting up a framework that facilitates the discovery of "levers for change" in the multiple systems that HOPE SF works within.

A mix of the four evaluation types are used to examine each of the dozen domains explored in this report. For an in-depth description of the evaluation design, please see Appendix A of the HOPE SF Baseline Report (http://bit.ly/BaselineReport).

B. Key Informant Interview and Focus Group Participants

Exhibit 47 below lists the individuals LFA Group interviewed in the spring of 2013.

Exhibit 47. Summary of Key Informant Interviews Completed

Name and Title	Organization/Agency	Quote Attribution
Glenn Eagleson, Senior Planner & Policy Analyst/Citywide Lead for Transitional-Age Youth Services	Department of Children, Youth, and Their Families	City Staff
Stephanie Felder, Director of Community Behavioral Health Services Comprehensive Crisis Services	Department of Public Health	
Tony Lugo, Deputy Director, Welfare to Work Services	Human Services Agency	
Amy Tharpe, Director, Policy and Planning	Mayor's Office of Housing and Community Development	
Helen Hale, HOPE SF Director of Residential and Community Services	Mayor's Office of Housing and Community Development	
Vanessa Dandridge, Development Specialist	Mayor's Office of Housing and Community Development	
Pierre Stroud, Senior Community Development Specialist	Mayor's Office of Housing and Community Development	
Diana Oliva-Aroche, Director of Violence Prevention	Mayor's Office	
Emylene Aspilla, Director of Strategic Initiatives	Office of Economic and Workforce Development	
Fathina Holmes, CityBuild Employment Liaison	Office of Economic and Workforce Development	
Greg Asay, Senior Workforce Analyst	Office of Economic and Workforce Development	
Marc Majors, Workforce Investment Act Program Manager	Office of Economic and Workforce Development	
Lena Miller, Executive Director of Development	Hunters Point Family	Community-Based Organization Staff
Melody Daniel, Program Director, Ujamaa Employment and Entrepreneurship	Hunters Point Family	
Marilyn Bunag, Programs Manager	Arriba Juntos	
Shamann Walton, Executive Director	Young Community Developers	
Spring 2013 survey respondents of community-based organizations serving HOPE SF residents (19 respondents)		

Name and Title	Organization/Agency	Quote Attribution
Terri Feeley	Workforce Consultant	Philanthropic Partner Staff
Anne Griffith, Senior Program Director, Public Housing	Enterprise Development Corporation	
Amanda Feinstein, Senior Program Office	Walter and Elise Haas Fund	
Jessica Pitt, Initiative Officer, Bay Area Workforce Funding Collaborative	San Francisco Foundation	
Ellie Rossiter, Initiative Officer and Campaign Director, HOPE SF	San Francisco Foundation	
Denza Young, Workforce Developer	Urban Strategies Alice Griffith	Site Staff
Hunters View site staff focus group (2 participants total)		
Sunnydale site staff focus group (6 participants total)		
Alice Griffith site staff focus group (6 participants total)		
Potrero Terrace and Annex site staff (2 participants total)		
Police officers assigned to San Francisco Housing Authority substations at HOPE SF sites (4 officers total)		SFPD Officer
HOPE SF residents, interviewed at Leadership Academy alumni meeting (9 participants total)		Resident
Household survey participants		
Residents who are also employed as site staff (interviewed through site staff focus groups)		

C. Dashboard Indicator List

Under the leadership of Helen Hale, HOPE SF Director of Residential and Community Services at the Mayor's Office of Housing and Community Development, the city agencies that provide key services to HOPE SF residents agreed to a list of indicators that the evaluation will track over the course of the initiative. These indicators make up a "dashboard" that will help HOPE SF leadership gauge the progress of the initiative. These dashboard indicators are included in the two tables below (Exhibits 48 and 49).

Outcome Indicators

City staff prioritized some of the dashboard indicators as the main outcomes they will work to achieve. For those prioritized indicators, city staff members agreed to specific targets that they will be held accountable for over the next five years. These indicators and the corresponding targets are summarized in Exhibit 48.

Exhibit 48. Outcome Indicators

Topic	Outcome Statement	Indicator	Five Year Target Improvement from Baseline
Safety	Increase Safety for HOPE SF Residents	Percent of residents who feel very safe alone in parking lots, front yards, and the sidewalk right outside their home[a]	No target set
		Number of felony non-firearms physical assault at HOPE SF sites	No target set
		Number of shootings/homicides at HOPE SF sites	No target set
		Number of property crimes at HOPE SF sites	No target set
Economic Well Being and Self-Sufficiency	Increase Self-Sufficiency and Economic Stability for HOPE SF residents	Percent of residents who increase their income	7%
		Percent of households headed by a working-age adult (18-64) who receives at least one income support benefit type	7%
		Percent of senior households headed by a senior (65+) who receives at least one income support benefit type	5%
Employment	Increase Employment for HOPE SF Residents	Percent of non-disabled adults who were employed in the relevant fiscal year (ages 25-64)	5%
		Percent of eligible residents hired for HOPE SF jobs	1%
		Percent of residents (25-64) who participate in job readiness, training, or placement services (as a percent of unemployed)	10%
		Percent of non-disabled youth, ages 18 to 24, who were employed in the relevant fiscal year	5%
		Percent of transitional-aged youth (TAY, ages 16-24) who participate in job readiness, training, or placement services (as a percent of unemployed, non-disabled TAY)	10%
		Percent of residents who complete and gain a post secondary degree, or credential with workforce value	5%

Topic	Outcome Statement	Indicator	Five Year Target Improvement from Baseline
Education	Improve Academic Performance of and Attendance of HOPE SF Children and Youth	Percent of resident four year olds enrolled in the city's universal quality Preschool For All program	5%
		Percent of resident students who receive a score of Proficient or Advanced on their CST/ELA grades 2-11	5%
		Percent of resident student proficiency CST/Math grades 2-11	5%
		Percent of resident students who graduate high school in 4 years	5%
		Percent of resident students who are chronically absent	5%
Youth Development	Increase Youth Participation in Out of School Programming for HOPE SF Children and Youth	Average number of days students (K-8) attend out-of-school-time programming during the school year	5%
		Percent of students (K-8) who participate in summer programming	5%
		Number of children and youth (age 0-24) attending youth development programs	5%
Health	Increase Access to Preventive and Health Care Services for HOPE SF Residents	Percent of residents who have an identified health home and primary care provider	5%
		Percent of residents reliant on urgent or emergent health and behavioral health services	5%
		Percent of residents engaged stabilizing behavioral health services	5%
Service Connection	Increase Engagement in Successful Service Delivery for HOPE SF Residents	Percent of residents who complete a service plan	25%
		Percent of all residents who make progress on their service plan goals	10%

a. Data Source: LFA Group household survey

Context Indicators

City staff agreed that tracking several additional indicators – beyond the outcome indicators – would provide helpful context about HOPE SF residents and their neighborhoods, and should therefore be included in the dashboard. These indicators are listed below in Exhibit 49.

Exhibit 49. Context Indicators

Profile Dashboard	Indicator
Housing	Percent of residents agreeing or strongly agreeing with the following statement: "I have a *say in plans* for how the new housing development will look"[a]
	Percent of residents agreeing or strongly agreeing with the following statement: "I am *satisfied with what is planned* for the future housing development in my neighborhood"[a]
	Number of new households who have moved into new affordable housing units
	Number of existing residents who have moved into new public housing units
Safety	Percent of children with an active child welfare case
	Percent of adults (18+) with adult protective service contact
	Percent of residents reporting shootings and violence are a big problem in their neighborhood[a]
Neighbor-hood Infra-structure	Number of recreation facilities nearby
	Number of public health facilities within a half mile of the site
	Healthy retail food markets
	Bank or credit union within a half mile of the site
Economic Well Being and Self Sufficiency	Average annual household income
	Percent of residents living under the federal poverty level (adjusted for family size)
	Of households with the head of household under 65 and not on SSI, the percentage with employment income
	Of households with employment income (head of household under 65 and not on SSI), percent of families living under the federal poverty level
Community Building	Percent of residents who believe people in their community have influence over what the neighborhood is like[a]
	Percent of residents who report that when there are problems in the neighborhood, the people who live there can get them solved[a]
	Percent of residents who report trust in their neighbors[a]
	Percent of residents who trust that San Francisco officials have their community's best interests at heart[a]
Service Connection	Percent of residents completing a needs assessment
	Percent of all residents 18 who receive at least one referral
	Percent of residents receiving two or more referrals
Employment	Average annual earnings for those employed (ages 25-64)
	Percent of residents who have a post-secondary degree, or credential with workforce value
Education	Percent of schools meeting both API targets
Health	Percent of residents with health coverage (0-17)
	Percent of residents with health coverage (18-64)
	Percent of residents with health coverage (65+)
	Percent of residents (adults and children) with asthma
	Percent of residents (adults and children) with diabetes
	Percent of residents with high blood pressure

a. Data Source: LFA Group household survey

D. Hunters View and Alice Griffith Household Surveys: Process and Results

Survey Process

The household survey was designed to collect information from residents on their understanding of and satisfaction with HOPE SF, their feelings about their neighborhood, and their outlook on life. The objective of the household survey is to establish a baseline understanding of residents' feelings and experiences in their current housing conditions as well as their expectations for HOPE SF and its capacity to change their circumstances. The findings set the stage for comparison with the results of a subsequent survey administration that will track changes over time.

Survey Administration

To maximize response rates, support temporary on-site job creation, and encourage residents' trust and participation, LFA Group worked with residents to coordinate administration of the household survey at both Hunters View and Alice Griffith. At each site, LFA Group hired and trained four resident Field Coordinators (FCs) to provide guidance and technical assistance to the LFA Group survey administrators, or Community Feedback Facilitators (CFFs). The FCs' primary responsibilities were assisting with navigating the site, making introductions between CFFs and residents, and explaining to residents the purpose of the survey. CFFs were responsible for training and providing support to the FCs, administering surveys to residents, and securely retaining surveys and consent forms.

LFA Group coordinated the survey administration process with Urban Strategies and the HOPE SF service connection team in place at Hunters View and Alice Griffith. At both sites, Urban Strategies provided LFA Group with access to a secure office space as well as guidance for successful on-site data collection.

Prior to the launch of survey administration, the CFFs and FCs produced and distributed informational flyers to each Hunters View and Alice Griffith household. This proved to be a valuable outreach strategy that resulted in multiple households contacting LFA Group directly to request appointments for their survey.

Residents who verbally agreed to participate in the survey were asked to complete a consent form indicating that participation was confidential, voluntary, and non-identifiable. Residents were asked to complete two copies of the consent form: one copy for their own records, and one copy for LFA Group to store in a secure location. Consent forms and surveys were stored in separate locations to prevent any survey identification.

The household survey sample included all heads of household on lease with the San Francisco Housing Authority (SFHA) at the Hunters View and Alice Griffith sites. If heads of household were unavailable or declined to participate, another adult on lead was interviewed instead. At the time of data collection, a total of 128 households comprised the Hunters View sample and 158 at Alice Griffith. At Hunters View, baseline data collection was completed during October and November 2011 with 102 households completing the survey, an 80% response rate. At Alice Griffith, baseline data collection was completed during April and May 2011 with 144 households participating, a 91% response rate. At both sites, at least 90% of respondents were heads of households.

Following completion of the survey, households received a gift card as recognition and appreciation of their time. In addition, CFFs provided residents with an informational handout identifying supplemental background information about HOPE SF, the evaluation, LFA Group, and contact information for LFA Group in case the residents had questions after the survey process.

All household survey administration procedures, including processes to ensure the protection of human subjects from potential risk, have been reviewed and approved through an Institutional Review Board (IRB). LFA Group engaged CAL Research, a California-based IRB, to review the household survey process.

Household Survey, Responses, and Comparison between Hunters View and Alice Griffith

The following tables present the household survey used at Hunters View and Alice Griffith, residents' responses, and results from a means test (independent samples t-test) used to determine if the differences in responses between the two communities are significant. For all tables, * = $p < .10$, ** = $p < .05$, *** = $p < .01$. The sample size for Hunters View is 102 and 144 for Alice Griffith. In instances where the sample size differs substantially from these figures (for instance, questions involving skip patterns applicable to a smaller subset of respondents), the sample size is noted.

Exhibit 50. Household Survey Responses:
Comparison between Hunters View and Alice Griffith

Question	Site		Significant Difference?
	Hunters View	Alice Griffith	
1. How long have you lived in San Francisco? *Response: Average number of years*	37	32	**
2. How long have you lived in public housing? *Response: Average number of years*	23	20	None
3. How long have you lived at Hunters View or Alice Griffith? *Response: Average number of years*	21	15	***
4. Are you the head of the household? *Response: Percentage saying yes*	90%	95%	None
5. Do you have any children under 18 living with you? *Response: Percentage saying yes*	51%	67%	**
6. Do you know about the revitalization and rebuilding in Hunters View or Alice Griffith? *Response: Percentage saying yes*	93%	90%	None

Question		Site		Significant Difference?
		Hunters View	Alice Griffith	
7. I'm going to read you some statements. For each one, tell me whether you strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree. *Response scale* *1 = Strongly disagree* *2 = Disagree* *3 = Neither agree nor disagree* *4 = Agree* *5 = Strongly agree*	a. I think things in my community are changing for the better.	3.6	3.6	None
	b. I have a say in plans for how the new housing development will look.	2.9	3.4	***
	c. I am satisfied with what is planned for future housing development in my neighborhood	5.6	3.6	None
	d. I have high expectations for changes in my community due to revitalization plans.	3.7	4.0	**
	e. The plans for future housing development take into account the best interests of Alice Griffith residents.	3.0	3.8	***
8. Do you know about any neighborhood revitalization activities like the Monthly Revitalization meetings (or Alice Griffith revitalization)? *Response: Percentage saying yes*		84%	90%	None
9. Have you ever attended one of those meetings? *Response: Percentage saying yes*		73%	57%	**
10. I'd like to hear about how satisfied you were with the neighborhood revitalization activities you attended. I'm going to read you some statements. For each one, tell me whether you strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree. *Response scale* *1 = Strongly disagree* *2 = Disagree* *3 = Neither agree nor disagree* *4 = Agree* *5 = Strongly agree*	a. The event(s) informed me of what's going on in my neighborhood.	3.5 (*n* = 56)	3.9 (*n* = 68)	**
	b. The event(s) made me feel good about plans for changes in my community.	3.4 (*n* = 56)	3.8 (*n* = 70)	**
	c. I feel that my community has a voice in the revitalization plans.	3.2 (*n* = 55)	3.7 (*n* = 69)	***
	d. I look forward to more monthly revitalization meetings.	3.5 (*n* = 56)	4.0 (*n* = 67)	**
11. When we ask you about revitalization and rebuilding, do you think of HOPE SF? *Response: Percentage saying yes*		49%	43%	None

Question		Site		Significant Difference?
		Hunters View	Alice Griffith	
12. What are your biggest hopes about what the revitalization and rebuilding in Hunters View or Alice Griffith will mean for you and your family?		*[Qualitative, open-ended question]*		
13. What are your biggest concerns about the revitalization and rebuilding in Hunters View or Alice Griffith?		*[Qualitative, open-ended question]*		
14. Do you know Urban Strategies, the organization here at Alice Griffith that is supposed to connect people in the community to services like job training, health care, or after-school programs?[117] *Response: Percentage saying yes.*		N/A	76%	N/A
15. Have you ever had an interaction with anyone from Urban Strategies (e.g., in a household needs assessment, making requests for services, etc.)? *Response: Percentage saying yes*		N/A	59%	N/A
16. I'd like to hear about how satisfied you are with Urban Strategies. I'm going to read you some statements. For each one, tell me whether you strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree. *Response scale 1 = Strongly disagree 2 = Disagree 3 = Neither agree nor disagree 4 = Agree 5 = Strongly agree*	a. Someone from Urban Strategies helped me figure out what services I need.	N/A	3.7	N/A
	b. Someone from Urban Strategies helped me to get the services I need.	N/A	3.7	N/A
	c. If I need to get another service, I know that the people at Urban Strategies would be able to help me get it.	N/A	3.9	N/A
	d. I would recommend Urban Strategies to a neighbor.	N/A	4.0	N/A
17. In what ways is Urban Strategies doing a good job at Alice Griffith?		*[Qualitative, open-ended question]*		
18. In what ways could Urban Strategies be doing a better job?		*[Qualitative, open-ended question]*		

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[117] Questions 14 through 18 were not asked of Hunters View residents.

Question		Site		Significant Difference?
		Hunters View	Alice Griffith	
19. If you moved out of San Francisco, how much would you miss the following? For each one, please tell me whether you would miss it not at all, a little, some, or a lot. How much would you miss… *Response scale* *1 = Not at all* *2 = A little* *3 = Some* *4 = A lot*	a. …your neighbors?	2.8	2.6	None
	b. …Hunters View or Alice Griffith?	2.8	2.8	None
	c. …the neighborhood of Bayview Hunters Point?	2.8	2.8	None
	d. …the city of San Francisco?	3.5	3.4	None
20. Over the past 12 months, have you done any volunteer work of any kind? Volunteer work can include things like spending time at local schools, tutoring children, assisting an elderly neighbor. *Response: Percentage saying yes*	a. Any volunteer work	38%	44%	*
	b. Volunteer work in Hunters View or Alice Griffith	56% (*n* = 39)	37% (*n* = 62)	None
	c. Volunteer work in Bayview Hunters Point, outside of Hunters View or Alice Griffith	32% (*n* = 37)	44% (*n* = 62)	None
	d. Volunteer work in San Francisco, outside of Bayview Hunters Point	32% (*n* = 37)	44% (*n* = 62)	None
21. For each statement, tell me whether you strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree. *Response scale* *1 = Strongly disagree* *2 = Disagree* *3 = Neither agree nor disagree* *4 = Agree* *5 = Strongly agree*	a) My neighbors and I can get the help and assistance that we need from San Francisco officials like city departments, the police, and the fire department.	3.4	3.6	None
	b) Local agencies are effectively dealing with issues of drug and crime prevention.	2.9	3.1	None
	c) I trust the local government of San Francisco to follow through on the promises it has made to my community.	2.9	3.2	None
	d) I believe that local government officials in San Francisco have my community's best interests at heart.	2.7	3.0	*

Question		Site		Significant Difference?
		Hunters View	Alice Griffith	
22. I'm going to read some statements, and for each one, please tell me whether you strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree. *Response scale* *1 = Strongly disagree* *2 = Disagree* *3 = Neither agree nor disagree* *4 = Agree* *5 = Strongly agree*	a. I know where to go if I want to do something like apply for food stamps, for unemployment, or cash assistance.	4.1	4.2	None
	b. I know where to go if I want to get help from local agencies in getting job training or finding a job.	3.8	4.1	**
	c. I know where to go to get help from local agencies for my children if they are having trouble in school or having behavior problems	3.7	3.9	*
	d. I know where to go if I or my children need health care.	4.0	4.2	**
23. Next, I'd like to talk to you about the resources available to you in your neighborhood. Please tell me which answer choice best describes your neighborhood. In your neighborhood, is/are there… *Response scale* *1 = None close by.* *2 = Yes, but there aren't any good around here.* *3 = Yes, there are some good ones close by.*	a. …parks or playgrounds where children could play?	2.0	2.4	***
	b. …a community center or indoor recreation center?	1.9	2.5	***
	c. …a grocery store that sells healthy food?	2.0	2.7	***

Question		Site		Significant Difference?
		Hunters View	Alice Griffith	
24. I'm going to read you some statements. For each one, tell me whether you strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree. *Response scale* 1 = Strongly disagree 2 = Disagree 3 = Neither agree nor disagree 4 = Agree 5 = Strongly agree	a. In this neighborhood, we help each other.	3.0	3.0	None
	b. In this neighborhood, we trust each other.	2.3	2.3	None
	c. In this neighborhood, we generally get along with each other.	3.0	3.1	None
	d. People in this neighborhood have no influence over what this neighborhood is like.	2.8	2.9	None
	e. If there is a problem in this neighborhood, the people who live here can get it solved.	2.6	2.9	*
	f. People can count on adults in this neighborhood to watch out that children are safe and don't get into trouble.	3.0	3.0	None
25. Not counting the people in your family, how many people in Hunters View or Alice Griffith do you know who you would… *Response scale* 0 = None 1 = 1 or 2 people 2 = 3 to 5 people 3 = 6 to 10 people 4 = More than 10 people	a. …ask for a ride somewhere?	1.0	1.1	None
	b. …ask to watch your children?	.66	.73	None
	c. …ask for information about getting a job?	1.2	1.2	None
	d. …ask to borrow money from?	.50	.50	None
26. I'm going to read you a couple of situations. For each situation, please tell me which of the answer choices best describes how safe you would feel. How safe do you feel… *Response scale* 1 = Very unsafe 2 = Somewhat unsafe 3 = Somewhat safe 4 = Very safe	a. …being alone in the parking lots, front yards, the street, or sidewalks right outside your building at night?	2.4	2.8	***
	b. …being alone inside your apartment/house at night?	3.3	3.3	None

Question		Site		Significant Difference?
		Hunters View	Alice Griffith	
27. Please think about the Hunters View or Alice Griffith Development and tell me if the following items are no problem at all, some problem, or a big problem. *Response scale* *1 = No problem at all* *2 = Some problem* *3 = A big problem*	a. People being attacked or robbed?	2.2	2.4	*
	b. People selling drugs?	2.5	2.5	None
	c. People using drugs?	2.6	2.5	None
	d. Gangs?	2.1	2.0	None
	e. Rape or other sexual attacks?	2.7	1.6	None
	f. Shootings and violence?	2.6	2.5	None
28. Overall, how satisfied are you with the apartment/house where you live now? *Response scale* *1 = Very dissatisfied* *2 = Somewhat dissatisfied* *3 = Somewhat satisfied* *4 = Very satisfied*		2.3	2.6	**
29. Please tell me whether any of the following statements are true for you. *Response: Percentage saying yes*	a. In the last three months, was there any time when all the toilets in your home were not working?	36%	28%	None
	b. Have there been water leaks in your unit in the last three months?	48%	50%	None
	c. Does your unit have any area of peeling paint or broken plaster bigger than 8 inches by 11 inches (the size of a standard letter-size piece of paper)?	52%	48%	None
	d. Does your unit have an exposed radiator without a cover?	1%	12%	***
	e. Does your unit have cockroaches?	30%	52%	***
	f. Does your unit have rats or mice?	20%	6%	***
	g. Does your unit have significant problems with mold on walls or ceilings, for example, in your bathroom?	65%	49%	**

Question		Site		Significant Difference?
		Hunters View	Alice Griffith	
30. The next few questions I'm going to ask you are about how you've felt about and managed your finances as well as your access to food over the past year when money was tight around the home. In the past 12 months… *Response: Percentage saying yes*	a. I was unable to pay some bills.	70%	53%	***
	b. I postponed dental care.	46%	39%	*
	c. I postponed medical care.	31%	23%	None
	d. I was unable to pay rent.	31%	44%	**
	e. I was worried that food would run out.	51%	49%	None
	f. I cut the size of meals or skipped meals.	36%	33%	None
	g. Food didn't last, and I didn't have money to get more.	41%	39%	None
	h. I used emergency food from a church, a food pantry, or a food bank.	62%	55%	None
31. Compared to today, how do you feel you, your family, and your community will be three years from now? *Response scale 1 = Much worse off 2 = Somewhat worse off 3 = About the same 4 = Somewhat better off 5 = Much better off*	a. I will be …	4.1	4.3	None
	b. My family will be …	4.2	4.4	**
	c. My community will be …	3.9	4.0	None

Participatory Evaluation

To collect additional resident feedback, the LFA Group evaluation team held community meetings to review the survey findings and engage residents in a thoughtful discussion about the data. These sessions not only identified key messages to communicate to the HOPE SF leadership team, but they also allowed residents to voice their suggestions on how HOPE SF could be improved. The tables below summarize the feedback received from Hunters View and Alice Griffith residents.

Hunters View Participatory Evaluation Results

Exhibit 51. Hunters View Residents Community Meeting Suggestions

Area for Improvement	Resident Suggestions
Communication: Increasing the frequency and transparency of communication about the revitalization efforts can help residents stay informed and active in their community.	- Provide clear and specific updates about the progress of the initiative. This could be in the form of widely distributed fliers in the community. - Share information about how and why decisions were made. Candid communications that explain the rationale behind decision-making processes promote increased transparency. - Provide ongoing updates about the initiative, and increase the frequency of community updates. Increasing the frequency of communication amplifies the number of opportunities for residents to learn about the initiative. - Engage in outreach strategies that target the hard-to-reach members of the community, such as the elderly and disabled residents. One strategy might be an outreach team dedicated to relaying key activities to residents.
Accountability: Accepting responsibility for the concerns voiced by residents and addressing those concerns promotes increased support for the initiative.	- Openly identify and discuss concerns that are raised by residents. - Keep the lines of communication open. When decisions are made in opposition to residents' requests, provide details that ensure the residents' concerns were considered in the decision-making process. - Create and distribute a diagram that identifies the HOPE SF stakeholders who are responsible for each aspect of the initiative. - Offer a constructive meeting space where residents can meet on a regular basis to voice their opinions and make suggestions about their community. This process can galvanize and empower residents to get involved.
Community Resources and Outreach: Implementing assistance and support services to residents at this pivotal moment of transition can enable residents to contribute to their community.	Continue to provide community resources such as on-site employment opportunities to residents. Through increased involvement in initiative opportunities, residents will be more inspired to engage with and support changes planned at Hunters View.

Area for Improvement	Resident Suggestions
Health and Safety: Prioritizing safety concerns and addressing health issues prevalent in the community will immediately support greater buy-in among residents.	▪ Work with residents to identify safety measures that will have a lasting impact. ▪ Promote the presence of health and safety advocates on site and work directly with elderly, disabled, and youth to identify needed services. ▪ Address health concerns that residents have raised during the construction on site. This directly corresponds to increased communication and accountability by HOPE SF stakeholders.

Residents attending the community meeting generated several ideas about potential next steps that residents can engage in to facilitate change more immediately:

▪ Attend the current HOPE SF meetings. Revitalization meetings take place every third Thursday of the month from 5:30 p.m. to 7:00 p.m. at 125 West Point in the Opportunity Center.

▪ Stay informed about Hunters View Revitalization Activities through the HOPE SF Revitalization websites at www.huntersview.info and www.hope-sf.org.

▪ Visit the Opportunity Center to obtain information about resources currently available in the community.

Alice Griffith Participatory Evaluation Results

Exhibit 52. Alice Griffith Residents Community Café Suggestions

Area for Improvement	Resident Suggestions
Safety: Violence in the community impedes participation in community events, services, and employment opportunities and causes significant emotional stress for residents.	• There is a significant amount of lack of trust in the community. • Residents identified children, not necessarily adults, as posing the greatest safety risk. • There is a strong desire for more programs that specifically target youth. • Children need more daily after-school activities and places to expend their energy (e.g., a gym). • If children had more responsibility in the redevelopment process, they would have more pride in the Alice Griffith community. • Providing consistent tutoring opportunities and homework assistance would encourage children to spend more time studying outside of school hours.
Participation: Strategies to increase resident participation in the redevelopment process and community processes need to be developed and implemented.	• The same residents usually do not participate in any aspects of the redevelopment process. • Having translators for the languages residents speak (e.g., Samoan) would be helpful and decrease barriers to participation. • Urban Strategies' 'living room' revitalization meetings were cited as an effective strategy to increase resident participation in revitalization discussions.
Parenting: Increased interaction between parents and children and among parents in the community would increase safety in the community.	• Parents have an opportunity to step in and discipline their children, which would help with maintaining a safe community, but they are currently not doing so. • The provision of parenting classes might help keep some residents on track and increase personal responsibility to promote safety in the community. • Helping parents provide positive reinforcement to children might help reduce negligent behavior. • Parenting classes have the potential to foster greater involvement in children's lives.
Employment: Meaningful employment opportunities will help residents experience a greater level of pride and well-being.	• Many residents face barriers retaining employment because of lack of public transportation in the community. • Residents expressed a desire for employment opportunities that are long-term (as opposed to temporary) and training programs that build the skills necessary for meaningful long-term employment. • The LIFT program was cited as a program that successfully linked residents to long-term employment.

Participating residents generated several ideas about potential next steps to facilitate change more immediately. Residents should:
- Attend the current HOPE SF meetings.
- Stay informed about Alice Griffith Revitalization Activities from the HOPE SF initiative through the HOPE SF Revitalization websites at http://hope-sf.org/alice-griffith.php and www.hope-sf.org.
- Visit the Opportunity Center to obtain information about resources currently available in the community.

E. Literature Review: Safety in Public Housing

Investing in Safety

The literature shows that investing in safety pays off in multiple ways for residents and for the community as a whole. Two of the most important benefits, financial savings and improved health outcomes, are explored in more detail below.

The Financial Case for Investing in Safety

While it may be difficult to pinpoint a precise financial reward for investing in safety, researchers have identified several mechanisms through which safety interventions save resources in the long term:

- When residents experience better health and lower stress from reduced safety concerns, they may be more likely to transition into the workforce and therefore rely less on welfare, unemployment insurance, the Earned Income Tax Credit, and Medicaid. They also may interact less frequently with the criminal justice system.[118]
- When communities are safer, long-time residents are able to focus on their workforce and educational goals, rather than immediate safety concerns, and they are able to earn more over time. Higher-income individuals are also attracted to safer areas. As a result, the local property tax base increases.[119]
- Crime itself costs society a significant amount of money – by one estimate, as much as $700 billion per year in costs to victims alone. Therefore, any reduction in crime will generate significant cost savings.[120]

The Physical and Mental Health Case for Investing in Safety

- High crime rates have serious detrimental effects for public housing residents, including increasing stress levels and feelings of social isolation, which in turn impact physical and mental health.[121] Researchers are increasingly drawing links between exposure to violence in childhood and poor health outcomes later in life. When the body's stress system is repeatedly activated, particularly in early childhood, the brain's development and structure is impacted. Traumatic events such as exposure to violence will activate this stress system, and this can escalate experiences to the point of severe psychological trauma.[122] These issues are being addressed locally by Dr. Nadine Burke-Harris, the founding physician of the California Pacific Medical Center (CPMC) Bayview Child Health Center. Dr. Burke-Harris is especially interested in the connection between childhood trauma and health and models her practice around this relationship.[123]

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[118] Margery Austin Turner, et al., *Severely Distressed Public Housing: The Costs of Inaction,* Urban Institute (March 2007), http://www.urban.org/UploadedPDF/411444_Severely_Distressed.pdf (accessed May 17, 2013).

[119] *Severely Distressed Public Housing: The Costs of Inaction*

[120] John J. Donohue III and Jens Ludwig, *More COPS: Policy Brief # 158*, The Brookings Institution (March 2007), http://home.uchicago.edu/~ludwigj/papers/COPS_brookings_brief_2007.pdf (accessed May 17, 2013).

[121] Margery Austin Turner, et al., *Estimating the Public Costs and Benefits of HOPE VI Investments: Methodological Report*, Urban Institute (June 2007), http://www.urban.org/UploadedPDF/411497_cost_benefits_hope_VI.pdf (accessed May 17, 2013).

[122] Alexander Polikoff, *The Lessons of Gatreaux,* Forum on Affordable Housing and Community Development Law (May 26, 2011), http://www.bpichicago.org/documents/THELESSONSOFGAUTREAUX.pdf (accessed May 17, 2013).

[123] Paul Tough, *The Poverty Clinic: Can a Stressful Childhood Make You a Sick Adult?* The New Yorker (March 21, 2011), http://www.paultough.com/povertyclinic.pdf (accessed May 17, 2013).

- Kaiser Permanente's Adverse Childhood Experiences (ACE) study demonstrated how traumatic childhood experiences lead to poor health outcomes later in life. Kaiser asked 17,000 patients which adverse events (from a list of nine indicators of abuse, neglect, and family dysfunction) they had experienced in childhood. They found a strong positive correlation between an individual's ACE count and their risk for health problems such as cancer, heart disease, and suicide attempts.[124, 125]

Safety Interventions in Public Housing

Residents, local housing authorities, and community leaders of public housing developments across the country have faced safety challenges. Over time, a number of strategies to address safety challenges have been applied with varying levels of success. The sections below summarize some of the safety strategies gaining prominence from the 1980s to the present, particularly those that are relevant to HOPE SF developments. Some of these safety strategies include:
- Problem-oriented policing
- Community policing
- Stop and frisk searches
- Broken windows theory
- Gang injunctions
- Data-driven policing
- Moving to mixed-income communities
- Drug use prosecution
- Site design
- Monitoring equipment
- Out-of-school programming for youth
- Collective efficacy

Problem-Oriented Policing

Problem-oriented policing, which emerged in the early 1980s, encourages police to address the conditions that create problems rather than the consequences of problems. This model has a number of different elements that vary based on implementation, but the Center for Problem-Oriented Policing provides one example of what this might look like in practice: rather than simply arresting drug dealers in a neighborhood park, police might investigate why drug dealers are drawn to this particular park, think critically about their findings, and determine what response might be taken in order to discourage drug dealers from congregating there.[126]

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[124] *Adverse Childhood Experiences: Looking at How ACES Affect Our Lives & Society,* Centers for Disease Control & Prevention, http://vetoviolence.cdc.gov/childmaltreatment/phl/resource_center_infographic.html (accessed May 17, 2013).

[125] *Adverse Childhood Experiences (ACE) Study*, Centers for Disease Control & Prevention (January 2013), http://www.cdc.gov/ace/ (accessed May 17, 2013).

[126] *The Key Elements of Problem-Oriented Policing,* Center for Problem-Oriented Policing, http://www.popcenter.org/about/?p=elements (accessed May 17, 2013).

Researchers have conducted a number of studies of problem-oriented policing. Meta-analyses have found that problem-oriented policing in all contexts (not only in public housing) is "effective in reducing crime and disorder," though the effect sizes are modest.[127]

While there is less research into the impact of problem-oriented policing in public housing developments, the results are promising. One study of a joint problem-oriented policing effort led by the Public Housing Authority and Police Department in Jersey City, New Jersey, found significant reductions in safety complaints pertaining to "interpersonal, property, [and] vehicle" issues.[128]

Another particularly noteworthy example of problem-oriented policing is Boston's Operation CeaseFire (also known as the Boston Gun Project). Operation CeaseFire sought to address the problem of youth gun violence by identifying gang-involved youth, connecting them to social services, and targeting police attention on instigators of violence. This intervention was associated with statistically significant reductions in both youth homicides and gun assaults.[129]

Community Policing

Community policing, which emerged in the mid-1980s, is a model of policing that stresses crime prevention activities and partnership between police and community members. Common community policing tactics include foot patrols and structured relationship building with community members.[130] Some models also include engaging residents in patrolling the community with police officers. Evaluations of community policing have found mixed results, even when evaluating the same program.[131] Like problem-oriented policing, the implementation of community policing varies greatly between police departments.

Community policing is frequently applied in some form in public housing developments. In one study in Philadelphia, officer job satisfaction and perceptions of community cooperation were higher for officers participating in community policing efforts. Community members also perceived a decrease in neighborhood problems after the community policing intervention was in place. However, the number of arrests and offenses did not notably decrease.[132]

Stop and Frisk Searches

New York City uses the "stop and frisk" model, under which police can stop, question, and search anyone whom they suspect of breaking the law. While city leadership sees the tactic as part of a toolkit that has led to a decrease in crime citywide, civil rights advocates argue that African Americans and Latinos are unfairly targeted.[133] Public housing residents in particular have spoken

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[127] *Community and Problem-Oriented Policing,* Office of Juvenile Justice and Delinquency Prevention Model Programs Guide, http://www.ojjdp.gov/mpg/progTypesCommunityProblem.aspx (accessed May 17, 2013).

[128] Lorraine G. Mazerolle, et al., *Problem-Oriented Policing in Public Housing: Final Report of the Jersey City Project,* U.S. Department of Justice (December 29, 1999), https://www.ncjrs.gov/pdffiles1/nij/grants/179985.pdf (accessed May 17, 2013).

[129] *Operation Ceasefire: Boston Gun Project*, Harvard John F. Kennedy School of Government, http://www.hks.harvard.edu/programs/criminaljustice/research-publications/gangs,-guns,-urban-violence/operation-ceasefire-boston-gun-project (accessed May 17, 2013).

[130] *Community and Problem-Oriented Policing.*

[131] *Community and Problem-Oriented Policing.*

[132] Patricia Collins, et al., *Implementing Community Policing in Public Housing: Philadelphia's 11th Street Corridor Program – Final Report* (December 28, 1999), https://www.ncjrs.gov/pdffiles1/nij/grants/179980.pdf (accessed May 17, 2013)

[133] Ryan Devereaux, *Scrutiny Mounts as NYPD 'Stop-and-Frisk' Searches Hit Record High*, *The Guardian* (February 14, 2012), http://www.guardian.co.uk/world/2012/feb/14/nypd-stop-frisk-record-high (accessed May 17, 2013).

out against this tactic, arguing that being frequently stopped and interrogated by police in their communities takes too substantial of an emotional toll and increases distrust of police.[134]

In San Francisco, Mayor Edwin Lee considered implementing this tactic during the summer of 2012. However, he dropped this plan after deliberation with community leaders and law enforcement representatives who were concerned about this tactic leading to criminal profiling in San Francisco.[135]

Broken Windows Theory

A number of police interventions are based on what is commonly called "broken windows" theory. Broken windows theory, which was first articulated by James Q. Wilson and George L. Kelling in 1992, asserts that if police ignore minor crimes (such as broken windows in buildings), an atmosphere of disorder will arise, and potential criminals will assume that more serious crimes will be tolerated. If police address minor crimes, it will decrease perceptions of disorder, and people will be deterred from committing minor and more serious crimes. Interventions that apply the broken windows theory include physical cleanups of areas with high crime rates as well as an increased focus on misdemeanor arrests. Police can apply broken windows interventions to an entire city or targeted areas, such as public housing developments. The evidence supporting the broken windows theory is "at best, mixed;" while police departments who have applied broken windows interventions have seen decreases in crime, the research does not conclusively prove that this is due to broken windows interventions rather than other tactics.[136]

Gang Injunctions

Unlike stop and frisk searches, gang injunctions aim to target only a select group of people. Gang injunctions were developed in Southern California in the late 1980s and serve as a restraining order that prohibits known gang members from participating in activities such as associating with each other, fighting, and drinking in public.[137] One large-scale evaluation of the impact of gang injunctions in California found that they had a significant impact on reducing crime (including serious crime) and reducing calls to the police.[138]

San Francisco's City Attorney currently has seven gang injunctions. Of these seven, two are against gangs near the Sunnydale public housing development and one is against a Bayview/Hunters Point-

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[134] The New York Times Editorial Board, *Public Housing as a 'Penal Colony,' The New York Times* (April 2, 2013), http://www.nytimes.com/2013/04/03/opinion/new-york-city-public-housing-as-a-penal-colony.html?_r=0 (accessed May 17, 2013).

[135] Fenit Nirappil, *Stop and Frisk San Francisco Plan Abandoned,* Huffington Post (August 7, 2012), http://www.huffingtonpost.com/2012/08/07/stop-and-frisk-san-francisco_n_1751676.html (accessed May 17, 2013).

[136] Bernard E. Harcourt and Jens Ludwig, *Broken Windows: New Evidence from New York City and a Five-City Social Experiment*, *The University of Chicago Law Review* (2006), http://lawreview.uchicago.edu/sites/lawreview.uchicago.edu/files/uploads/73.1/73_1_Harcourt_Ludwig.pdf?utm_source=feedblitz&utm_medium=FeedBlitzEmail&utm_content=614728&utm_campaign=0 (accessed May 24, 2013).

[137] *Gang Injunctions*, Los Angeles Police Department (2013), http://www.lapdonline.org/gang_injunctions (accessed May 17, 2013).

[138] Matthew D. O'Deane and Stephen A. Morreale, *Evaluation of the Effectiveness of Gang Injunctions in California*, *The Journal of Criminal Justice Research* (Vol. 2, No. 1, 2011), http://www.academia.edu/970697/EVALUATION_OF_THE_EFFECTIVENESS_OF_GANG_INJUNCTIONS_IN_CALIFORNIA (accessed May 17, 2013).

based gang. The City Attorney's Office has credited these efforts with helping decrease homicides in these neighborhoods.[139]

Data-Driven Policing

Data-driven policing originated in New York City in 1994. Some experts consider data-driven policing, along with stop and frisk searches, to be a key tactic in decreasing crime in New York City. New York City's data-management model is called CompStat, and is a framework that facilitates analysis of crime statistics, such as type of crime, location of crime, and patterns in crime.[140] The data management framework is paired with regular meetings among police department managers in order to develop and implement strategies to address crime patterns.[141] While CompStat is widely considered to be a successful tool, some researchers have suggested that it is overvalued and that early evaluations that promoted its success were flawed.[142] As CompStat is a police department-wide tool, there is no research available regarding its impact specifically in public housing developments. In San Francisco, captains of the police department's district stations meet monthly with the department's leadership team to use CompStat data, analyze crime statistics, and coordinate their responses.

Moving to Mixed-Income Communities

A growing body of research shows that former public housing residents feel safer in mixed-income communities. Families who moved out of public housing and into a mixed-income community using a housing voucher experienced an increase in their perceptions of safety.[143] HOPE VI redevelopment, which aims to create mixed-income communities, had a large impact on crime rates. One study found that from 1990 to 2000, "average violent crime rates in the HOPE VI neighborhoods dropped 30 percent faster than they did in the cities overall."[144] Another HOPE VI evaluation noted an additional mental health benefit of moving to a mixed-income community: residents experienced "a wide range of life improvements, including allowing their children to play outside more frequently, less fighting among neighborhood children, sleeping better, and generally feeling less worried about drug dealing and shootings in the neighborhood."[145] In short, mixed-income community development has the potential to yield multiple types of benefits.

Under the HOPE SF initiative, residents will not be moving to mixed-income communities. The goal is to transform existing HOPE SF neighborhoods into mixed-income communities by attracting

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[139] *Gang Injunctions,* Office of the City Attorney, http://www.sfcityattorney.org/index.aspx?page=20 (accessed May 17, 2013).

[140] *Implementing and Institutionalizing CompStat in Maryland,* University of Maryland, http://www.compstat.umd.edu/what_is_cs.php (accessed May 17, 2013).

[141] *You Get What You Measure: Compstat for Community Corrections,* Public Safety Performance: A Project of the Pew Charitable Trusts (No. 1, July 2007), http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/sentencing_and_corrections/corrections-measurement.pdf (accessed May 17, 2013).

[142] *1990s Drop in Crime Not Due to CompStat, Misdemeanor Arrests, Study Finds,* New York University Press Release (February 4, 2013), http://www.nyu.edu/about/news-publications/news/2013/02/04/1990s-drop-in-nyc-crime-not-due-to-compstat-misdemeanor-arrests-study-finds.html (accessed May 17, 2013).

[143] Margery Austin Turner and Xavier de Souza Briggs, *Assisted Housing Mobility and the Success of Low-Income Minority Families: Lessons for Policy, Practice, and Future Research,* Urban Institute (Brief No. 5, March 2008), http://www.urban.org/UploadedPDF/411638_assisted_housing.pdf (accessed May 17, 2013).

[144] Susan J. Popkin et al., *A Decade of HOPE VI: Research Findings and Policy Challenges*, Urban Institute (May 2004), http://www.urban.org/UploadedPDF/411002_HOPEVI.pdf (accessed May 17, 2013).

[145] Susan J. Popkin and Elizabeth Cove, *Safety is the Most Important Thing: How HOPE VI Helped Families*, Urban Institute (Brief No. 2, June 2007), http://www.urban.org/UploadedPDF/311486_HOPEVI_Safety.pdf (accessed May 17, 2013).

higher-income individuals. These individuals may bring the benefits highlighted above to HOPE SF communities, partially by using their social and/or economic capital to demand more responsive city services.

Drug Use Prosecution

During the 1990s, housing authorities across the country were focused on eliminating drug trafficking and the associated violence from public housing. The federal Public Housing Drug Elimination Program (PHDEP) provided grants to housing authorities in order to support drug prevention efforts.[146] Housing authorities most frequently applied this funding toward drug education, out-of-school youth programming, youth education, and security efforts – and in some instances, supporting resident patrols in public housing developments.[147] While some evaluations of sites implementing PHDEP reported an increase in resident self-reported quality of life, others did not. The results were also mixed in terms of decreased drug trafficking.[148]

At the same time, housing authorities also used a "one-strike" law, which gave housing authorities the ability to evict entire households living in public housing if any member or visitor was engaging in criminal activity. This law went into effect in 1996 as part of the Housing Opportunity Program Extension Act. [149] As a result, households that included a drug user or convicted felon lost access to public housing benefits.[150] Since this law was implemented around the same time as PHDEP, it is difficult to determine its separate impact on safety.

Site Design

Intentional site design is a crucial tool to enhance safety in public housing developments. Public housing developments were originally built with the goal of minimizing construction costs – rather than enhancing safety and resident quality of life – as a top priority. This led to "high maintenance costs, poor living conditions, vandalism, and … crime."[151] Public housing redevelopment efforts in the late 1990s and early 2000s aimed to learn from these mistakes and often drew from the principles of new urbanism. New urbanism calls for a distinction between private and public spaces so that residents have a sense of privacy while still having access to public spaces for social interaction. New urbanism relies on design components such as porches, fencing, and landscaping to make this distinction.[152] A public housing site in Virginia, which was redesigned using the principles of new urbanism, recorded decreased calls to the police after redevelopment was complete.[153]

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[146] *A Decade of HOPE VI: Research Findings and Policy Challenges.*

[147] *Three Million Reasons Why the Bush Administration's Proposed Public Housing Budget for FY 2002 is Deeply Flawed,* Public Housing Authorities Directors Association, http://www.phada.org/pp-phdep.html (accessed May 17, 2013).

[148] https://www.ncjrs.gov/app/abstractdb/AbstractDBDetails.aspx?id=149178

[149] *A Decade of HOPE VI: Research Findings and Policy Challenges.*

[150] Sheila Crowley, *The Affordable Housing Crisis: Residential Mobility of Poor Families and School Mobility of Poor Children,* The Journal of Negro Education (Vol. 72, No. 1, Winter 2003), http://courses.temple.edu/neighbor/world/crowley_affordable-housing-crisis_2003_vol72-n1_22-38.pdf (accessed May 17, 2013).

[151] *A Decade of HOPE VI: Research Findings and Policy Challenges.*

[152] Stephanie E. Bothwell, Raymond Gindroz, and Robert E. Lang, *Restoring Community through Traditional Neighborhood Design: A Case Study of Diggs Town Public Housing,* Housing Policy Debate (Vol. 9, Issue I, 1998) http://content.knowledgeplex.org/kp2/kp/text_document_summary/scholarly_article/relfiles/hpd_0901.pdf#page=98 (accessed May 17, 2013).

[153] *Diggs Town Public Housing Redevelopment Project: Norfolk, Virginia,* Prevention Institute, http://preventioninstitute.org/tools/focus-area-tools/communities-taking-action-profiles-of-health-equity/location/386.html (accessed May 17, 2013).

Other site design features can also enhance residents' feelings of safety. These include improved lighting as well as effective placements of walkways and bus stops. Such enhanced site design should take resident preferences into account.[154]

A final consideration for public housing site design is the removal of environmental toxins that have been linked to violent or criminal behavior. Recent research suggests that exposure to lead contributes to "aggressivity, impulsivity, ADHD, and lower IQ" in young people, which in turn leads to an increase in violent crime.[155] Removing lead-painted windows in houses built before 1960, along with conducting soil cleanups, should decrease the public's exposure to lead.[156]

Monitoring Equipment

Housing authorities and police departments have also used monitoring equipment, including cameras and gunfire locator systems, to increase safety in public housing developments.

Local housing authorities have used cameras in public housing developments for decades in the hopes of deterring crime and recording wrongdoing. Impact evaluations of the effectiveness of cameras in public housing have been mixed. For example, one evaluation of a system in New York City housing projects found that neither crime nor fear of crime was reduced and that the cameras themselves were frequently vandalized.[157] However, recent reports from a citywide Newark Housing Authority initiative to install cameras noted a drop in safety complaints from as many as 200 per month at baseline to fewer than 20 after cameras were installed.[158]

Police departments are increasingly using gunfire locator systems, such as the ShotSpotter system, to enhance safety throughout a city. These gunfire locator systems use microphones or other sensors to detect gunfire. Once gunfire is detected, police are notified

> We have a shot spotter program that helps out a lot: we know people are shooting guns more than we're being called. There are gunshots all the time and people aren't calling.
>
> *SFPD Officer*

and can respond to the scene of the shooting.[159] Since police typically use ShotSpotter across a city – rather than only in a public housing development – its precise impact on safety in public housing is not known. This safety tactic can be especially helpful in areas in which residents do not frequently call the police to report when shots are fired. The San Francisco Police Department uses ShotSpotter in the Bayview-Hunters Point and the Western Addition neighborhoods.[160]

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[154] Gary Cordner, *Reducing Fear of Crime: Strategies for Police,* U.S. Department of Justice- Office of Community Oriented Policing Services (January 2010), http://www.popcenter.org/library/reading/pdfs/ReducingFearGuide.pdf (accessed May 17, 2013).

[155] Kevin Drum, *Crime Is at its Lowest Level in 50 Years: A Simple Molecule May Be the Reason Why,* Mother Jones (January 3, 2013), http://www.motherjones.com/kevin-drum/2013/01/lead-crime-connection (accessed May 17, 2013).

[156] Kevin Drum, *America's Real Criminal Element: Lead*, Mother Jones (January/February 2013), http://www.motherjones.com/environment/2013/01/lead-crime-link-gasoline?page=2 (accessed May 17, 2013).

[157] M.C. Mushen, J. P. Levine, and D. J. Palumbo, *Television Surveillance and Crime Prevention: Evaluating an Attempt to Create Defensible Space in Public Housing*, National Criminal Justice Reference Service (1978), https://www.ncjrs.gov/App/publications/Abstract.aspx?id=56285 (accessed May 17, 2013).

[158] Katherine Santiago, *Surveillance Cameras at Newark Public Housing Credited with Reducing Crime*, The New Jersey Star-Ledger (October 29, 2009), http://www.nj.com/news/index.ssf/2009/09/surveillance_cameras_at_newark.html

[159] *Solutions,* ShotSpotter, http://www.shotspotter.com/solutions (accessed May 17, 2013).

[160] Wyatt Buchanon, *Study: ShotSpotter Helps S.F. Cops*, Police One (May 13, 2008), http://www.policeone.com/police-technology/articles/1694772-Study-ShotSpotter-helps-S-F-cops/ (accessed May 17, 2013).

Out-of-School Programming for Youth

Because studies have noted that "juvenile violence peaks in the afterschool hours on school days and in the evenings on nonschool days," offering out-of-school programming for youth can help to substantially reduce crime. Out-of-school programs not only keep young people occupied during these potentially fraught times, but can also provide positive activities and/or mentoring.[161]

Collective Efficacy

Interestingly, researchers have found that the largest single predictor of violent crime is "collective efficacy," which is defined as "mutual trust among neighbors combined with willingness to intervene on behalf of the common good." Researchers measured collective efficacy to be low in neighborhoods with concentrated poverty or high residential turnover. Collective efficacy serves as a social control to deter criminal behavior and disorder, and communities with high levels of collective efficacy are more willing to self-organize to address safety issues.[162] This research is relatively new, and little concrete information on methods to increase collective efficacy is available.

Exhibit 53. Resident Perceptions of Collective Efficacy
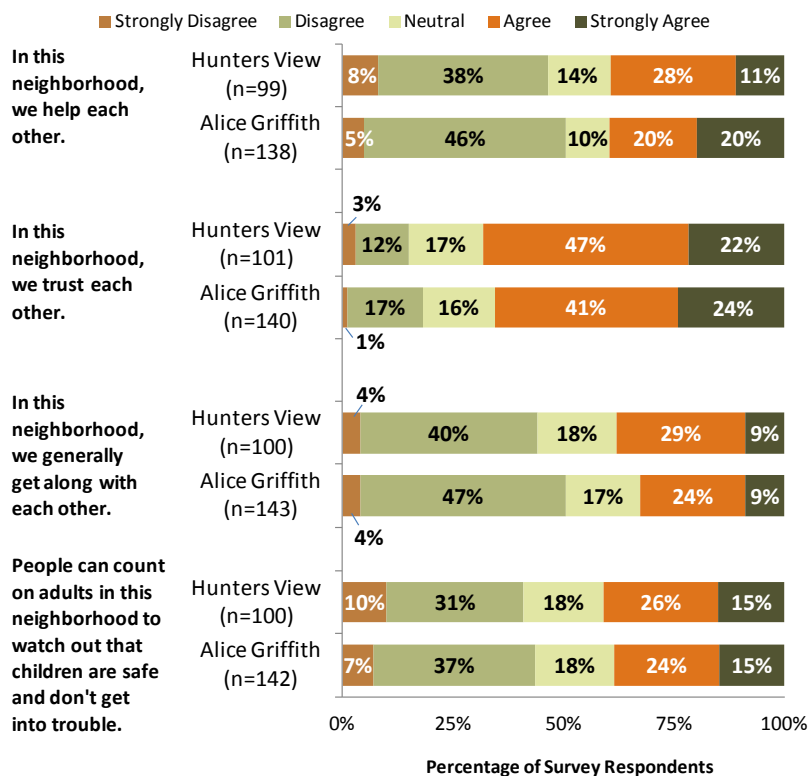
Totals may not sum to 100% due to rounding.
Data Source: LFA Group household survey (conducted in fall 2011 for Hunters View and in spring 2012 for Alice Griffith)

LFA Group asked Hunters View and Alice Griffith residents questions concerning collective efficacy concepts (Exhibit 53). About two-thirds agreed or strongly agreed with the statement, "In this neighborhood, we trust each other." However, only about 40% agreed with the statement, "People can count on adults in this neighborhood to watch out that children are safe and don't get into trouble." Interventions that seek to increase feelings of collective efficacy could be applied to foster trust among residents and increase safety.

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[161] *Juveniles as Offenders: Statistical Briefing Book,* Office of Juvenile Justice and Delinquency Prevention, http://ojjdp.gov/ojstatbb/offenders/qa03301.asp (accessed May 17, 2013).

[162] Robert J. Sampson, Stephen W. Raudenbush, and Felton Earls, *Neighborhood Collective Efficacy: Does it Help Reduce Violence?* National Institute of Justice Research Preview (April 1998), http://www.doc.state.mn.us/rj/documents/Neighborhoodcollectiveefficacy.pdf (accessed May 17, 2013).

F. Literature Review: HOPE SF's Service Connection in Context

One of the goals articulated in the service connection plan is to adapt the model according to issues identified from the pilot effort at Hunters View. Some initial adjustments are currently in process in response to findings from the HOPE SF Baseline Report and other lessons learned by stakeholders. To further inform the ongoing refinement and development of the model, this appendix provides a summary of a service connection model emerging in the field – (Housing Opportunity and Services Together [HOST] Demonstration) – and a long-standing model that has accrued many lessons over the years (Chicago Case Management Demonstration). In particular, the HOST model, which is providing case management and services in a mixed-income community, will be key to watch as HOPE SF communities transition to this a similar economic profile. A history of the emergence of self-sufficiency programs in housing context is also provided to set the context for the current models. These long-standing programs also have years of valuable lessons that can inform HOPE SF.

History of Public Housing and Self-Sufficiency Services

The original goal of public housing programs, created in the 1930s, was to support families who had fallen on hard times. Once families got back on their feet, residents were expected to move back into private housing. In more recent times, however, public housing became a long-term housing option for low-income residents instead of a temporary solution. This shift in occupancy prompted housing authorities to innovate to created housing and service combinations to enable residents to become self-sufficient. Starting in the 1980s, several key self-sufficiency programs began to emerge to provide residents of public housing with a comprehensive set of services to increase their income and help them move to private sector housing. A description and findings from evaluation of three of these early models is provided below.

The history of self-sufficiency programs begins with Project Self-Sufficiency. Launched during President Reagan's second term, 1984-1988, Project Self-Sufficiency involved some 10,000 families in 155 communities in 37 states. Targeted to low-income single parents, the program provided a special allocation of Section 8 Existing Housing certificates for participating families. This was the first initiative aimed at linking housing programs to self-sufficiency, by providing the incentive of housing assistance to participants. This incentive approach can be distinguished from a second key strategy, which targets services to households already living in subsidized housing. A study of the impact of this program during its first two years found that the employment rate among participants increased from 25 to 45 percent (HUD 1988). Unfortunately, participants were not compared with nonparticipants so it is impossible to tell whether that increase was due to the program or to other factors. Furthermore, the long-term impacts of the program are unknown. [163]

In 1989, the Bush administration replaced Project Self-Sufficiency with Operation Bootstrap. Although largely the same as its predecessor, Operation Bootstrap served a broader clientele. It targeted all public housing families, rather than just single mothers. A total of 61 housing authorities participated in Operation Bootstrap, enrolling 3,000 additional families. An assessment of the impacts of this program indicates that the proportion of program participants employed

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[163] Housing, Welfare Reform, and Self-Sufficiency: As Assessment of the Family Self Sufficiency Program, W.M.Rohe and R.G. Kleit, 1999.

went from 40 percent before entering the program to between 45 and 51 percent two years after program entry (Blomquist, Ellen, and Bell 1994). Again, the lack of a comparison group and the relatively short time period covered limits the conclusions that can be drawn from this study. [164]

The Family Self-Sufficiency (FSS) Program was created by HUD to assist low-income families in public housing and voucher programs increase income, build assets, and enhance opportunities for economic self-sufficiency and homeownership. Participants sign a five-year Contract of Participation (CoP) agreeing to the terms and conditions of the program. Case Managers work with the family to assess their needs and develop an Individual Training and Services Plan (ITSP) which outlines goals such as improving employability skills, attaining employment, job retention and promotion, and asset building and credit repair. Case Managers also connect FSS participants with other supportive services such as financial literacy, child care, transportation, and counseling services. Public housing and voucher residents are required to contribute the equivalent of 30% of their adjusted income toward their housing costs. As their earned income increases, so does the rental payment. Once the family's earned income increases, the housing authority establishes an interest-bearing escrow account and credits money representing a portion of that increase to the account. Upon successful completion of the program, participants receive all the funds in the escrow account, with interest, to be used at their discretion. The escrow account is often used as a down payment for purchasing a home. Research evidence suggests that a key component of the program was the escrow account. The escrow provision attracted residents to the program, reduced the heavy tax on increased wage income, and aided many program graduates in making the jump to non-assisted housing, including homeownership.[165] Case management also played a pivotal role in these outcomes. Without adequately funded and staffed case management it is unlikely that participants would have fully realized the potential of the escrow accounts.

Emerging Models
Housing Opportunity and Services Together (HOST) Demonstration
HOST is an ambitious effort created to test strategies using housing as a platform for improving the life chances of vulnerable youth and adults living in public and mixed-income housing communities. HOST builds on recent research demonstrating that parents living in public housing or in the private market with vouchers show strong improvements in areas such as health, education, and employment when provided with intensive, wraparound case management services. HOST's two-generation approach aims to address parents' key barriers to self-sufficiency – such as poor health, addictions, lack of a high school diploma, and historically weak connection to the labor force – while simultaneously integrating services and supports for children and youth. The paragraph below summarizes the experience of two types of service connection demonstration (pilot) sites: the Chicago Housing Authority's (CHA) Altgeld Gardens public housing and the mixed-income communities of Home Forward, New Columbia, and Humboldt Gardens in Portland, Oregon.

The CHA offered intensive case management to high-risk households, defined as those with heads of households who were sporadically employed, did not have high school diplomas, had high rates of physical and mental health problems, or had children classified as "high risk." In collaboration with the CHA, the Uhlich Children's Advantage Network (UCAN) lowered cases to social worker ratios from 55:1 to 23:1. Service connection provided employment, health, and financial literacy services for adults as well as youth support programs through Project Match.

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[164] Ibid.
[165] Ibid.

Home Forward has opted to build on its existing Family Self-Sufficiency (FSS) program initiatives, which hold rent constant and provide case management to help residents increase their income and save additional earnings in a five-year escrow account accessible upon program completion. For HOST, Home Forward is enhancing one of these programs, the Opportunity Housing Initiative (OHI), by expanding the case management currently available to adults and contracting out individual components including employment-related programs and case management and services for youth.

CHA and Home Forward are using the funding opportunity presented by the HOST demonstration to enhance their existing service models, moving from a traditional case management approach to a collaborative "coaching" model that will more actively engage residents and leverage their strengths. Home Forward is also offering the Pacific Institute's STEPS training, a series of workshops that aim to improve motivation, raise personal accountability, and provide insight into how the mind works so participants can control the way they think to achieve success.

The exhibit below provides an overview of the elements in place at two HOST demonstration sites.

Exhibit 54. Overview of HOST Demonstration Sites

	Chicago Housing Authority (CHA)	Home Forward
Site (s)	• Altgeld Gardens	• New Columbia • Tamarack • Humboldt Gardens
Type	• Public Housing	• Mixed Income
Target Population	• Vulnerable families	• On-track and vulnerable families
Case Management	**UCAN** • 1:23 caseloads; • Strengths-based coaching model; • Weekly meetings	**Home Forward** • 1:40 caseloads Strengths-based coaching model; • Triage model of engagement; • STEPS training
Employment	**UCAN** • Barriers to success inventory; • Job readiness training; • Literacy programs	**Work Systems Inc. and Portland Community College** • Comprehensive employment preparation; • On-the-job training; • Internships
Financial Stability	**UCAN** • Required financial literacy training	**Innovative Changes** • Required financial literacy training
Clinical	**UCAN** • On-site clinician; • Clinical eco-maps	**Home Forward** • Referrals to off-site clinicians
Youth/Parenting	**UCAN & Project Match** • Pathways to Rewards incentive program for on-track and at-risk youth age 0-18; • After school programming; • Summer jobs program • Clinical counseling; • Early childhood delay screening	**Joy DeGruy Consulting** • Intensive case management with high need youth 6-18; Referrals to tutors and specialized clinical services when needed; • Community enrichment activities; • STEPS training for all youth age 12 to 18

The Chicago Family Case Management Demonstration

The Chicago Family Case Management Demonstration is an innovative initiative designed to meet the challenges of serving the Chicago Housing Authority's (CHA) "hard to house" residents. It involves a unique partnership of city agencies, service providers, researchers, and private foundations committed to supporting the most vulnerable families affected by the CHA's transformation of its distressed public housing developments. The demonstration puts the CHA and its partner agency, the Chicago Department of Human Services (CDHS), on the vanguard of efforts to meet the needs of the nation's most vulnerable public housing residents.

The demonstration was remarkably successful in implementing a wraparound service model. The lead service provider kept residents highly engaged even as they relocated with vouchers to mixed-income housing. Participants perceived improvements in service quality and delivery, and providers felt more effective and engaged. The additional costs for the intensive services were modest, suggesting that it would be feasible to take a carefully targeted intensive service model to scale.

While evaluation results showed promising gains for even the highest-risk adults, the benefits did not extend to their children. Parents reported that their teens were struggling in school, engaging in risky behavior, being arrested, and pregnant and parenting at rates far above average. Developing effective place-based models that reach youth is critical not only for improving the lives of individual children and youth but also for ensuring the health and viability of public and mixed-income communities. If youth engagement strategies are successful, they can reduce critical neighborhood problems such as vandalism, drug trafficking, gating, and gang activity.

G. Overview of Programs and Services

Category	Name	Description
Family and Children	Child Protective Services (CPS)	A program for neglected and/or abused children and their parents.
	Preschool for All	Universal preschool program for four year olds in San Francisco.
	Various children, youth, and family programs	SFUSD, First 5, and the Department for Children, Youth, and Families (DCYF) support a variety of free services beyond school.
Older Adults	In-Home Supportive Services (IHSS)	This program offers support to the elderly with home-based care, which includes cleaning, grocery shopping, and in some cases bathing and eating.
	Adult Protective Services (APS)	APS is a social service program for neglected and/or abused older adults.
Health and Health Benefits	Medi-Cal	Medi-Cal offers health care coverage for low-income individuals.
	Healthy Families	Health care coverage program for families who do not qualify for Medi-Cal.
	Healthy Kids	Healthy Kids offers health care coverage to children and families who do not qualify for Medi-Cal or the Healthy Families program.
	Healthy San Francisco	A local health coverage program of last resort for San Francisco residents who would otherwise be uninsured.
	Department of Public Health: Behavioral Health Access Center	A mental health program.
Benefits and Financial Support	Food Stamps	This program offers supplemental funds to low-income families to purchase groceries and prepared food.
	CalWORKs	A welfare-to-work program that supports needy families.
	County Adult Assistance Programs (CAAP)	This program provides general assistance to residents in need of financial support.
	The Resident Assistance Program (RAP)	Program intended to help Hunters View residents repay back rent and stay current with future rent payments.
	The Working Families Credit	This program provides eligible low-income families with children $100 and other financial benefits.
	Benefits screening through Single Stop	One-stop service where residents can find out about various service options at one time and determine their eligibility for certain benefits.
	Supplemental Security Income	A program for aged, blind, and disabled people who have little or no income. It provides cash to meet basic needs for food, clothing, and shelter.
Home Ownership	Homeownership Counseling Programs	Programs that offer financial literacy training and homeowner education services.
	Individual Development Account (IDA)	Programs that financially empower and educate residents.
Transportation	T-THIRD Metro Line	A recently developed Muni Metro line in the Third Street Neighborhood.
	The Muni Lifeline Program	Program that offers discounted Fast Passes to low-income residents.
	Village Vans	Vanpool service that offers transportation services to youth and members of community programs.
	Free Shuttle Service	Shuttle service for residents who utilize the Southeast Health Clinic.
Workforce	One Stop Career Link Centers	City service that provides one-stop career center and access to job postings, trainings, and placement.
	Reconnecting All through Multiple Pathways (RAMP)	Program that intends to remove barriers to employment for young adults, 18–24.
	CityBuild Academy	Construction workforce training program.
	Jobs Now	Program for eligible job seekers: CalWORKs and PAES participants.

Data Source: *HOPE SF City and County of San Francisco Service Connection Plan*, 2009; *Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond*, Emily Gerth, 2012.

H. Summary of Progress towards Choice Neighborhoods Initiative Goals at Alice Griffith in 2012

Outcome Area	Goals	Results Achieved
Health	■ 100% of AG heads of households with healthcare coverage have a primary care physician and receive annual primary healthcare services; ■ 100% of children have access to medical, dental and vision screenings; and ■ 100% of pregnant women receive prenatal care.	■ 10 residents reported visiting their Primary Care Physician to receive an annual health examination. This includes; 3 adults; 4 children and 3 seniors. ■ 37 Alice Griffith residents participate in the ManUp and HERC healthy food delivery ■ 2 seniors receive on-site mental health and economic self-sufficiency services provided by the Family Services Agency ■ 2 Seniors receive support from Bayview Hunters Point Multipurpose Senior Services ■ 133 Alice Griffith residents participated in 2012 Back To School Health Fair
Education	■ Increased enrollment in HeadStart, Early HeadStart, Preschool for All, or other formal preschool programs from 12% to 50% ■ Increase the number of parents reading to their children regularly from 27% to 37% ■ 65% of AG children and youth engaged are in afterschool and summer programming ■ 100% of families participate in the school assignment process. Enroll 65% of AG families in family support services programs	■ 4 youth referred to Early Childhood Education services through onsite case management and referral services. ■ 60 residents with children report reading to their child ■ 9 Alice Griffith families have participated in the Raising a Reader literacy program ■ 47 youth enrolled in summer programs ■ 26 youth hired in employment programs ■ 11 students are enrolled in Bret Harte Elementary afterschool program ■ 9 students are enrolled in Malcolm X Elementary afterschool program ■ 25 residents were referred and 7 residents have enrolled in GED programs ■ 400 meals and 42 youth served a healthy breakfast during the summer

Outcome Area	Goals	Results Achieved
Employment	■ 65 AG residents aged 26-40 will receive work readiness training ■ 30 AG residents aged 16-25 will complete training for jobs in healthcare, construction and "green" jobs	*Barrier Removal Support* ■ 9 residents have received financial assistance with Union dues and pre-employment expenses such as background checks and uniforms ■ 2 grants were provided to residents to remove barriers that interfered with job placement and retention ■ 24 residents received transportation assistance ■ 3 scholarships were awarded to college students by the Alice Griffith Tenant Association (AGTA) Education Committee *Work Readiness Training* ■ 4 of 5 residents completed vocational training (Job Core, CityBuild, etc.) ■ 11 of 17 residents completed soft skills job readiness training ■ 28 Alice Griffith residents have participated in 15 Career Development Seminars conducted by Urban Strategies staff. ■ Of the 28 participants; 8 obtained employment, 3 have sustained long-term employment, and 3 enrolled in advanced vocational training *Job Placements* ■ 51 adults have successfully been placed into paid employment ■ 26 Youth Employment Placements
Safety	■ There is increased participation in community safety initiatives by 10%	■ 8 Living Room Safety meetings ■ 10 residents participated in men's group known as Man-Up ■ 3 community meetings to discuss police, crime, and safety strategies
Mobility	■ 100% of lease-compliant AG households move into new housing; ■ 90% remain stably housed for 2 or more years; ■ 100% of financially-stable residents are screened for homeownership readiness; and ■ 25% of them repair credit or create savings.	■ 4 families report housing stability issues ■ 4 families have been assisted with eviction prevention and rent issues ■ 10 participated in credit and/or financial literacy training

I. Organizations Engaged in the Service Provider Network and the Communities They Serve

Organization	Hunters View	Alice Griffith	Potrero	Sunnydale
3rd Street Youth Center and Clinic	✓	✓		
APA Family Support Services	✓	✓		✓
Bayview Association for Youth/100% College Prep	✓	✓		
Bayview Hunters Point Foundation for Community Improvement	✓	✓		✓
Bayview Hunters Point YMCA	✓	✓		✓
Boys and Girls Club of San Francisco	✓	✓		✓
Center for Youth Wellness	✓	✓		
City of Dreams	✓	✓		
City Build, OEWD	✓	✓		
Dr. George Washington Carver Elementary (SFUSD)	✓	✓		
Edgewood, Parent University	✓	✓		✓
Faces SF, Visitacion Valley One Stop Career Link Center				✓
First 5 San Francisco				✓
FranDelJA Enrichment Center	✓	✓		
Hawkins Clinic (Department of Public Health)				✓
Hunters Point Family	✓	✓		
Health and Environmental Resource Center	✓	✓		
Malcom X Academy Elementary (SFUSD)	✓	✓		
Mayor's Office of Housing and Community Development	✓	✓	✓	✓
Mercy Housing				✓
Parents for Public Schools	✓	✓		
Real Options for City Kids				✓
River of Life Church				✓
Samoan Community Development Center	✓	✓		✓
San Francisco Housing Authority	✓	✓	✓	✓
San Francisco State University	✓	✓	✓	✓
Southeast Community Response Network	✓	✓	✓	✓
Tenants Association				✓
Together United Recommitted Forever (TURF)	✓	✓		✓
Urban Services YMCA	✓	✓	✓	
Urban Strategies, Inc.	✓	✓		
Walden House	✓	✓		
Young Community Developers, Inc.	✓	✓		

J. Information Collected in TAAG

Form Types	Description	Participants
Needs Assessment	The NEEDS ASSESSMENT form consists of over 100 user-defined questions in one of three versions presented to the user. Each questionnaire can be divided into as many as eleven sections, which can be administered in any order.	All Residents
Self-Sufficiency	This section of the assessment is provided to the majority of residents; in some cases may only be administered to Head of Household	All Residents
Elderly and Disabled	This section of the assessment is provided to seniors and limited mobility residents	Elderly, disabled
Risk Classification	The RISK CLASSIFICATION form provides guidelines for individual contact based on a quantified system. Individual sections and items can be enabled by corporate users in Database Tools. After checking the appropriate boxes and updating the form, the individual is classified as being low, moderate or high risk, or, in cases where no category is checked, as not being "at risk" at the present time. Based on the classification, a frequency of contact designation--weekly, bi-weekly, monthly or quarterly--is recommended, but users can override the recommendation and choose a different frequency if desired.	All Residents
Custom Assessments	The CUSTOM ASSESSMENT can be customized to include additional questions not in the Needs Assessment	Varies
General Information	GENERAL INFORMATION holds basic information on the person demographics, address, social security number, etc.	All Residents
Relocations	RELOCATIONS stores the residents current address and any previously stored addresses to track changes in location; Tracks resident relocation preferences	All Residents
Household Members	HOUSEHOLD MEMBERS list all additional inhabitants of the residence and their relationship to the individual resident	All Residents
Social Network	In the SOCIAL NETWORK screen, you can list individuals who comprise a support system for the resident such as mentors, counselors, co-signers for loans, or any other individual outside the immediate household who plays a vital role in the resident's life.	All Residents
Social Services & Legal	In the SOCIAL SERVICES & LEGAL input screen, you can add the resident's sources of income, any assistance they might receive and, if applicable, information about criminal records.	All Residents
Budget	In the BUDGET screen, the monthly income is automatically transferred from the Social Services & Legal screen. Monthly expenses can be added and the resident's disposable income will be calculated.	All Residents
Education & Employment	In the EDUCATION & EMPLOYMENT input screen you can enter the resident's education levels, certificates, licenses, skills, languages, employment interests and availability, and view the resident's resume.	All Residents
Plan	In the PLAN, case managers and residents establish a path towards the goals identified in the goal types	All Residents

Form Types	Description	Participants
Plan-Goal Types	PLAN-GOAL types lists the particular goals each resident is working to accomplish	All Residents
Work History/Work Record	Individual employment records can be entered in the WORK HISTORY screen that will create a work history for the resident. The system tracks the work history from the beginning and creates a pattern. Continuous employment is defined as a work history that has intervals of unemployment that do not exceed 14 days and is automatically calculated by the system.	All Residents
Referrals	REFERRALS track which residents have been referred for service towards one or more of their goals or milestones and to which service provider they have been referred	All Residents
Milestones	MILESTONES are recorded accomplishments residents have achieved such as improved child attendance or enrollment in a benefits program	All Residents
Resident Notes	In RESIDENT NOTES, case managers can include comments and notes on their resident	All Residents
Documents & Projects	In DOCUMENTS & PROJECTS, can attach files and images to a resident's record. Can also attach resident to a Project.	All Residents

K. TAAG Risk Categories

Risk Type		Risk
Critical Risk		▪ Immediate Risk of Eviction ▪ No Source of Income ▪ Violence in Household ▪ Mental Health Needs ▪ Substance Abuse Needs ▪ Chronic Illness ▪ Criminal Activity
Secondary Risk	Tenant History	▪ Repayment Agreement ▪ Delinquent Rent ▪ Disturbs Others ▪ Unit Damage or Poor Housekeeping ▪ Poor Landlord Communication ▪ Unauthorized Guests
	Employment and Income	▪ Unemployed but Able to Work ▪ Needs Employment Counseling ▪ Needs Childcare ▪ Rent Has Increased ▪ High Utility Bills ▪ Language or Cultural Barriers ▪ Vocational Rehabilitation ▪ No High School Diploma or Equivalency ▪ Needs Transportation ▪ Credit Issues
	Relocation	▪ Rental Application Denials ▪ Dissatisfaction with Unit
	Other	▪ Disabilities ▪ Probation or Parole ▪ Family Instability ▪ Malnutrition ▪ Undocumented Family Members ▪ Anger Management ▪ Literacy ▪ Needs Companionship

Data Source: TAAG

L. Referral Outcome Categorizations

Successful Referral	Unsuccessful Referral
▪ Hired ▪ Completed ▪ Referred ▪ Applied ▪ Service Provided ▪ Progressing ▪ Interviewed ▪ Graduated ▪ Enrolled ▪ Course Completed ▪ Diploma Issued ▪ Transportation Provided ▪ Program Complete ▪ Recruited ▪ Class Start	▪ No Show ▪ Withdrawn ▪ Ineligible ▪ Dismissed ▪ Other ▪ Changed Mind ▪ Withdrawal ▪ Not Hired

Data Source: TAAG
a. This is not a categorization found in TAAG. The evaluation team defined these groupings.

M. Detailed Descriptions of Workforce Development Programs and Services for Adults

At the time of this writing, the workforce system is in transition: OEWD, which is the central workforce policy and planning body for San Francisco, released a new request for proposals (RFP) in late 2012 that signals its direction for the next three years. The RFP outlines new programming approaches. The new programming, therefore, is not yet in place: funding is released to grantees July 1, 2013, and there will be a transition period as new programs and services are launched and grow. These program descriptions include *new* programming and services even though they are not yet fully implemented, so that the portrait of the workforce landscape is not out of date.

Programs Funded by HSA

Barrier Removal

HSA case managers provide referrals to services that can help to remove deep barriers (deeply ingrained behaviors or characteristics that are difficult to overcome, e.g., substance use issues) and support to address logistical barriers (e.g., accessing childcare). Case managers ensure that clients follow through on their referrals and successfully engage in services to remove deep barriers (although caseload sizes do not always enable them to provide the intensive level of individualized attention that clients need).

Jobs PLUS[166]

Jobs PLUS is a six-week job readiness and supportive employment services program for those enrolled in entitlement programs. Participants receive a behavioral health assessment, referrals to community resources, brief counseling services, and a pre-vocational on-the-job assessment (of basic workplace skills) to determine if the client is ready to comply with and benefit from vocational training and/or employment support.

Participants also participate in several support groups. One is a peer network (facilitated by the provider) designed to build coping skills and morale, support positive decision making, reinforce self-esteem, and maintain client engagement. The provider facilitates additional groups to support resourcefulness in managing real-life situations. Topics for these groups include workplace competencies, communication skills, problem solving, values clarification, self-esteem and motivation, frustration tolerance, responsibility, and anger management.

Finally, providers support clients to participate in employment services (to the extent that they are ready to do so) with the goal of obtaining unsubsidized employment.

JOBS NOW!

The JOBS NOW! program has different "tiers" for those with different levels of barriers. Those with "low market connection" will typically have the most severe barriers, and they can access the Community Jobs Program, which uses a transitional employment model. Those with "high market connection" will have the lowest-barrier level, and they can get hired into a subsidized job offered

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[166] City and County of San Francisco Human Services Agency (2013). *Request for Proposals for PAES Pre-Vocational Services and Vocational Evaluation.*

by an employer that has applied and been accepted to the wage subsidy program. Those in-between ("medium market connection") can become a temporary City employee (for a six-month engagement). While clients may take advantage of only one JOBS NOW! tier, HSA originally designed the program so that clients could graduate through the tiers. While this was viewed as a successful model, funding constraints now dictate that clients generally may participate in only one of the JOBS NOW! tiers.

JOBS NOW! Community Jobs Program[167]

The Community Jobs Program (CJP) is a transitional employment program available to those enrolled in entitlement programs. Clients work at community-based nonprofits or public agencies, 25 hours a week for six months (with a possible extension to nine months). They spend an additional seven hours per week in related training in job readiness and job skills. Nonprofits delivering the programs in San Francisco include Young Community Developers and Arriba Juntos. Upon successful completion of the transitional job, providers help clients transition to unsubsidized work or occasionally to another JOBS NOW! employment program.

CJP is just one part of JOBS NOW! The full JOBS NOW! model consists of three programs offered to three "tiers" of clients: tier 1, those with "low market connection"; tier 2, those with "medium market connection"; and tier 3, those with "high market connection." CJP is designed for tier 1 clients, those who have little or no work experience, have worked less than six out of the previous 18 months, may have demonstrated the ability to get but not keep a job, and/or have not connected to the labor market on a consistent basis.

JOBS NOW! Public Service Trainee Program

The Public Service Trainee program is tailored to tier 2 clients. Those are the clients who have worked more than six out of the previous 18 months, have had at least one job that lasted longer than three months, present a positive work attitude, and have worked in a part-time job market or full-time in an entry-level job. In this program, clients work for six months, 32 hours a week at HSA or at other City departments. At the conclusion of the program, clients are generally expected to transition to competitive employment.

JOBS NOW! Wage Subsidy Employment Program

The subsidized employment program is tailored to tier 3 clients. Those are the clients who have held full-time employment in six of the last 12 months, have held a full-time job for 12 continuous months, have skills in an in-demand occupation, and presents a positive work attitude. In the subsidized employment program, companies apply to become JOBS NOW! employer. Once they are accepted, HSA employment specialists send prescreened applicants to them. The applicants compete for the job, and the employer has full discretion over whom to hire. Employers receive a wage subsidy of $1,000 per month for up to five months. The employer is expected to retain the employee after the subsidy period is completed, unless the employee is let go for cause.

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[167] The sources for information about JOBS NOW! programs (including the Community Jobs Program as well as the Public Service Trainee Program and subsidized employment described below) are as follows: HSA Webinar Session: Improving Employment Outcomes: San Francisco JOBS NOW Program (From: *Improving Employment Outcomes for Individuals while Meeting Local Employer Needs*, a webinar hosted by the U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance [September 2012]) and http://www.sfhsa.org/1537.htm.

Self-Directed Job Search at One Stops

Although OEWD's One Stop Centers are being phased out and replaces with Access Points, HSA's four One Stop Career Link Centers will remain. The One Stops offer services and resources that any job seeker in San Francisco can access and use to look for a job. Services and resources include career planning and exploration tools, job preparation workshops, vocational assessments, referrals to training, and computer, Internet, phone, and copy machine access.

Programs Funded by OEWD

Comprehensive Access Points[168]

One Comprehensive Access Point (CAP) will be operated by a group of providers to coordinate citywide workforce services with other Access Points in the city: Neighborhood Access Points, Industry/Sector Access Points, and YouthLink Access Points. Services provided at the CAP include the following:

- Outreach and recruitment
- Orientation, assessment, and enrollment
- Information and guided referral to services and workforce programs
- Referrals to supportive services
- General job and workplace readiness training
- Direct job search, placement, and readiness training
- Partnership building with employers in targeted industries or sectors
- Business services, including developing a qualified job applicant pool that can respond to business hiring needs
- Development of "on-the-job training" (OJT) contracts provided by employers to develop the skills needed for successful placement of program participants
- Development of contracts with training providers for developing trainings to support job seekers to build the skills needed for entry into the workplace

The CAP is designed for universal access: Within its range of services, there will be some services that can meet the needs of *all* San Francisco job seekers. Many of its services, therefore, are a good fit with the low-barrier segment as well.

Neighborhood Access Points[169]

Neighborhood Access Points (NAPs) are part of a new framework that OEWD is introducing into the workforce development system with its most recent round of grants. NAPs will integrate multiple workforce development services into one location, providing job seekers with convenient access to a range of programs and services. They build on the co-location design of the One Stops but offer a range of services depending on their size, scope, location, and population focus – in particular, offering more high-touch services. In making grants for the NAPs, OEWD also sought to fund organizations that had already developed deep and trusting relationships with members of the community. NAPs will provide the following services:

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[168] See *City and County of San Francisco, Office of Economic and Workforce Development, Request for Proposals #113:* http://www.oewd.org/media/docs/WorkforceDevelopment/wd_rfp/RFP113/RFP%20113%20FINAL.pdf.
[169] See *City and County of San Francisco, Office of Economic and Workforce Development, Request for Proposals #113:* http://www.oewd.org/media/docs/WorkforceDevelopment/wd_rfp/RFP113/RFP%20113%20FINAL.pdf.

- Outreach and recruitment
- Wraparound supports and services that help job seekers address significant barriers (such as issues of substance abuse, mental health, and very low literacy and numeracy)
- Partnership with an OEWD-approved academic skills provider to serve job seekers with low educational attainment or limited English proficiency
- Job readiness training services that support job seekers to build core workplace competencies
- Connection to vocational skills training
- Job development
- Job placement for work-ready job seekers.

Sector Academies[170]

Sector Academies are occupational training and job placement programs designed to meet the needs of both individual job seekers and employers in the city and region. Such a "sector strategy" – simultaneously meeting the needs of labor supply (job seekers) and labor demand (employers) – shows a great deal of promise because it builds the *right* type of human capital. As job seekers develop their skills, they prepare themselves for career advancement in a high-demand industry, and they create a pipeline of workers to meet employer demand for skilled and qualified employees.[171] Sector strategies support the long-term financial success of workers while also supporting the ability of a business to compete in the marketplace.

San Francisco has four Sector Academies:[172] (1) Healthcare Academy, (2) TechSF (focused on IT), (3) Hospitality Initiative Services, and (4) CityBuild Academy (focused on construction). CityBuild Academy is discussed separately because there is a HOPE SF CityBuild partnership that prioritizes HOPE SF residents for job placement.

TechSF offers training in high-growth IT occupations that are currently in demand, including networking, tech support, programming, development, and multimedia, in order to prepare San Francisco's residents for entry into dynamic careers in the information technology industry.

Healthcare Academy provides occupational skills training and internships/externships, as well as offers job placement assistance and career advancement to training participants and other individuals working in the health care field. The Health Care Academy does provide entry-level training, such as Home Health Aide, Personal Caregiver, and Certified Nurse Assistant, that are accessible to individual with some workforce barriers, such as limited English proficiency.

Hospitality Initiative Services[173] will offer a broad range of services to job seekers with an interest in the hospitality industry. OEWD has teamed up with local hospitality industry employers, unions, and workforce education, training, and service providers to coordinate this initiative and support Hospitality Sector Access Points. Services offered to participants include the following:

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[170] See http://www.workforcedevelopmentsf.org/trainingprograms/index.php?option=com_content&view=article&id=81&Itemid=84.

[171] Conway, M., Blair, A., Dawson, S. L., and Dworak Munoz, L. (2007). *Sectoral Strategies for Low-Income Workers: Lessons from the Field.* Washington DC: The Aspen Institute.

[172] Until recently, OEWD also had TrainGreenSF, focusing on jobs in the "green tech" industry. This academy was not demonstrating good outcomes and has been discontinued.

[173] See *http://www.workforcedevelopmentsf.org/trainingprograms/index.php?option=com_content&view=article&id=96&Itemid=75*

orientation/information sessions, sector assessment, job readiness training, vocational skills training, and employment referrals.

CityBuild[174]

OEWD administers the CityBuild program in partnership with City College of San Francisco (CCSF), community-based organizations (CBOs), and with support for construction trade unions and construction contractors. CityBuild is designed to support low-income San Franciscans to build a career in the construction trades. It has two main components. Its hands-on component is CityBuild Academy, a rigorous 18-week pre-apprenticeship training designed to prepare people for employment in a variety of skilled trades. CityBuild's Employment Network Services refers a list of potential workers for construction contractors to interview and chose a candidate. The program provides a pre-screened and qualified workforce for all phases of work within each project's scope.

To find job opportunities for those in the construction trades, CityBuild capitalizes on San Francisco's Local Hire Ordinance, which creates requirements that for employers awarded City contracts for public works and improvements, a certain percentage of the work hours must be performed by local residents and a certain percentage of the hours. The percentages increase each year from 2011-12 through 2017-18, beginning at 20% and 5%, until they reach 50% and 25% (for local residents and disadvantaged workers, respectively).[175]

The CityBuild program is citywide, but there is a CityBuild partnership focusing specifically on HOPE SF. CityBuild engages contractors working on the rebuild at particular HOPE SF sites to generate employment opportunities for residents who have priority in the hiring process for construction jobs on HOPE SF sites.[176] (HOPE SF-specific CityBuild programs are aligned with the construction schedules, and so the program has been in place for several years at Hunters View and is rolling out currently at Alice Griffith.) Service Connectors are responsible for pre-screening candidates and determining if they are work-ready, before referring them to CityBuild staff for placement opportunities. Work readiness includes ensuring that for each candidate, they are: current on union dues; in good standing with their union; have tools; and can pass the required drug test. CityBuild staff provide support to workers if they are selected for employment. However, the worker's union representative is responsible for any on the job-related issues; and the service connector is responsible for providing case management services for any personal issues that the worker faces. CityBuild staff will also advise HOPE SF residents who are interested in construction jobs on other construction projects throughout the City.

Annually, an average of 330 people attend orientations, and about 100 are selected to attend a cycle of the CityBuild Academy. Individuals referred to a CityBuild Orientation learn the basic entrance requirements for consideration for the program. Interested individuals need to provide proof of San Francisco Residency, a High School Diploma or GED, a valid driver's license, and proof of having passed a drug test. After applicants provide the required documents, they then are required to

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[174] See http://www.oewd.org/citybuild.aspx and http://hope-sf.org/citybuild.php.

[175] See OEWD, *Mandatory Local Hiring Ordinance Fact Sheet.* Retrieved from http://www.workforcedevelopmentsf.org /aboutus/images/stories/AboutUs/ ForTrainingProviders/Local_Hire/local%20hiring%20ordinance%20fact% 20sheet.pdf; retrieved on: April 20, 2013.

[176] Prioritization of residents for these jobs also meets the Section 3 requirement of any entities receiving HUD (Housing and Urban Development) funds. Section 3 of the HUD Act of 1968 "requires that recipients of certain HUD financial assistance, to the greatest extent feasible, provide job training, employment, and contracting opportunities to low- or very-low income residents in connection with projects and activities in their neighborhoods." See http://www.hud. gov/offices/fheo/section3/Section3.pdf.

attend a job readiness training, take math and English assessment tests, and participate in an interview process. When this process is over, candidates' files are reviewed and a class is selected.

Self-Directed Job Search at the CAP and Large NAPs

The CAP and Large NAPs offer services and resources that any job seeker in San Francisco can access and use to look for a job, just as HSA's One Stop Career Link Centers so. Services and resources include career planning and exploration tools, job preparation workshops, vocational assessments, referrals to training, and computer, Internet, phone, and copy machine access.

Reentry Services in the Comprehensive and Neighborhood Access Points[177]

The Re-entry Program Navigator assists job seekers with criminal backgrounds to "navigate" through the challenges of balancing returning home and preparing to reenter the workforce. The Re-entry Navigator provides guidance and resources to Access Point staff and employers on how to maximize the opportunities of working with Re-Entry individuals.

The Disability Employment Initiative

The Disability Employment Initiative (DEI) assists Comprehensive and Neighborhood Access Point customers with disabilities to access benefits, resources, and training to enter or reenter the workforce. The DEI Disability Resource Coordinator provides technical assistance to Access Point staff and employers on how to maximize the employment opportunities for individuals with disabilities.

Transitions SF

Transitions SF is a job training and transitional employment for low-income, non-custodial parents in San Francisco. OEWD partners with the Department of Child Support Services (DCSS), HSA, Goodwill Industries of San Francisco, San Mateo & Marin, and the Sheriff's Department to implement this four year initiative. The Transitions SF program provides enhanced case management, job training and placement, paid transitional employment and incentives such as adjusted child support obligations to assist non-custodial parents gain employment and meet their child support responsibilities. DCSS does outreach to all eligible noncustodial parents who reside in San Francisco, including HOPE SF sites. Currently, there are 727 participants enrolled in Transitions SF, 9% (67) of whom reside in District 10 (including Potrero Hill, Dog Patch, Bay View/Hunter's Point, Visitacion Valley, Portola, McLaren Park, and Silver Terrace). Goodwill provides the job training and transitional employment.

Programs Funded by MOHCD

Service Connection with Barrier Removal

There are two service connectors specializing in employment that serve both Hunters View and Alice Griffith, and two service connectors at Sunnydale. While full service connection has not yet

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[177] See *Mayor's Office of Housing, Preliminary Funding Recommendations for San Francisco's 2013-2014 Community Development Block Grant (CDBG), Emergency Solutions Grant (ESG) and Housing Opportunities for People with AIDS (HOPWA) Programs.* Retrieved from http://sf-moh.org/modules/showdocument.aspx?documentid=6550. MOH's preliminary funding recommendations document says that these services are offered at One Stops. Access Points are replacing the One Stops that are funded by HSA, so presumably, these services will be offered at Access Points at the HSA-funded One Stops.

begun at Potrero, there are staff on site that have adopted some "service connection-like" functions, such as providing residents with information about workforce development programs and services. Service connectors provide one-on-one employment needs assessments and work with residents to create plans to address barriers, build skills, and compete for and retain jobs.

Like HSA case managers, service connectors also support barrier removal. They conduct needs assessments with residents to learn about any workforce barriers that residents may have. They then provide referrals to mental health or substance use services or other services that will work with residents to remove workforce barriers.

N. Detailed Descriptions of Workforce Development Programs and Services for Transition-Age Youth

This appendix provides descriptions of programs for Transition-Age Youth funded by DCYF, OEWD, and HSA.

Programs Funded by DCYF

Hunters Point Family Ujaama Empowerment & Entrepreneurship

The HPF Ujaama Employment & Entrepreneurship program serves high-risk youth ages 16- 22 years who are residents of Bayview Hunters Point. The program prioritizes youth that have justice-system involvement. Ujaama is a work readiness and on-the-job training program within the agency's youth businesses.[178]

YMCA Bayview Hunter's Point Primed and Prepped[179]

Primed & Prepped is designed for students to experience a variety of learning experiences, challenges, interactions, and instructional settings. The goal of the program is to produce a culturally diverse workforce of future leaders in the hospitality management/culinary arts industry. Students will gain skills and tools to mitigate employment barriers.

Young Community Developers Employment & Education reEngagement Program[180]

The Employment and Education reEngagement program serves to reintegrate reentry youth into the communities they are returning to, reengage them with a positive support system and to restore their sense of purpose as individuals, family members and future community leaders. Employment and Education reEngagement serves youth 14-21 referred by Juvenile and Adult Probation and provide participants with Job Readiness Training, Life skills Workshops, Subsidized Employment, Case Management and Wrap-Around Services.

Young Community Developers Thurgood Career Awareness Program[181]

The Thurgood Career Awareness Program (TCAP) provides job readiness training focused on workplace math, workplace reading, active listening, and situational judgment. Youth participating in the TCAP will gain firsthand knowledge about various career opportunities, specifically in the construction and solar sectors of employment. Youth will also create resumes and cover letters. Youth will receive 48 hrs of training (eight hours per month) in solar math and solar installation specific techniques. Youth will also receive environmental literacy training and youth will be able to apply training to practical solar installation work experience.

Japanese Community Youth Council STEM Academy @ ISA[182]

The Japanese Community Youth Council STEM Academy @ ISA prepares and places sophomores and juniors who attend International Studies Academy in STEM relate work experience. The program targets young people from backgrounds that are underrepresented in STEM careers and

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[178] Community Walk Website, http://www.communitywalk.com/ylead/map/1543579#0004WJ@C
[179] DCYF YLEAD Grantee Map, http://batchgeo.com/map/58aad95b882e51ecdb 51428616b0a8be
[180] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[181] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839

provides academic skill building, job readiness, and access to related employment. During the school-year, youth attend after-school and weekend enrichment designed to complement their classroom learning as well as provide insight on STEM career access and requirements. After successfully completing the school-year enrichment, youth will be given an eight-week paid internship at UCSF to further explore STEM careers.

California Lawyers for the Arts Spotlight on the Arts Youth Employment Project[183]

Spotlight on the Arts is a comprehensive career development program for high school students. Spotlight offers high school students paid summer internships, workshops on conflict resolution, college preparation and career development, and trips to live cultural events.

Enterprise for High School Students Pathways[184]

Pathways is a 10-week job-readiness and career discovery program for 14-18 year old high school students and GED students with a minimum 2.0 GPA. Pathways prepares students for employment and gives students the tools to be successful in the world of work.

Exploratorium Explainer Program: Meaningful Work & STEM Training for Teens[185]

The Exploratorium Explainer program hires and trains high school students and young educators that function essentially as docents. There are two types of Explainers: High School Explainers, who are teenagers, and Field Trip Explainers, who are college students and young educators. Each teen receives a minimum of 144 hours per session of academic enrichment, work-based learning, and pre-professional trainings.

Hearing and Speech Center of Northern California Transition Program for Youth with Hearing Loss[186]

The Transition Program for Youth ages 12-17 who are Deaf or Hard-of-Hearing is a city-wide program that focuses on transition curriculum preparing youth for post-secondary education, employment, and independent living. The Transition Program collaborates with the SFUSD offering both individual and group services ranging from weekly to bi-monthly.

Japanese Community Youth Council Mayor's Youth Employment and Education Program[187]

The Mayor's Youth Employment and Education Program (MYEEP) provides San Francisco youth between the ages of 14-17 with the opportunity to prepare for and build work experience through after school and summer employment at nonprofit and public sector organizations, as well as local businesses. MYEEP also helps participants develop job search skills, explore postsecondary education and career opportunities, and learn life skills. During the school-year, MYEEP focuses on high school freshman and sophomore and includes: 60 hours of job readiness training and 10 hours per week of employment from January through April. During the summer, MYEEP is open to all high school students and includes 10 hour of job readiness training and 116 hours of employment.

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[182] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[183] California Lawyers for the Arts Website, http://www.calawyersforthearts.org/Community_Development
[184] Enterprise for High School Students Website, http://www.ehss.org/pathways.html
[185] Exploratorium website, http://explainers.exploratorium.edu/highschool/program
[186] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[187] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839

Jewish Vocational Service Work Resource Program[188]

The School Partner Program establishes training and career exploration activities, paid internships, Work Resource Program provides youth with disabilities comprehensive job search skills, job readiness, and career exploration training at up to 11 SFUSD high schools, year-round job placement and retention services, along with access to post-secondary education counseling and referrals to appropriate transition and support services.

Jewish Vocational Service School Partner Model[189]

The School Partner Program establishes training and career exploration activities, paid internships, work-based academic enrichment supports, and cohort programming for 25 students each at Downtown High School, Ida B. Wells High School, and O'Connell High School students who have poor attendance, have not passed the California High School Exit Examination (CAHSEE), or have low basic skills levels.

Juma Ventures Pathways to Advancement Youth Workforce Development for Educational Success[190]

Juma Ventures' Pathways program recruits students as sophomores and supports them through completion of college, setting them on the path to a family-sustaining income. Its core services – employment in social enterprises, academic support, and assets services – complement each other and provide a comprehensive support system.

Lavender Youth Recreation and Information Center Sequoia Leadership Institute for LGBTQQ and Ally Youth

The Sequoia Leadership Institute (SLI) provides a continuum of work-based learning opportunities for our target population of low-income LGBTQQ youth of color. Through a culturally relevant training curriculum, sequenced skill-building activities, and intentional mentorship, SLI provides youth with the knowledge, skills, abilities, and experiences that will prepare them for the world of work. Youth work approximately 10 hours per week and are paid $11 per hour.[191]

Marriott Foundation for People with Disabilities Bridges from School to Work[192]

Bridges from School to Work is a workforce development program for youth with special needs and high risk youth ages 16 to 24. Bridges provides job readiness and soft skills training, job placement, and retention services. The Bridges program does not provide internships; it is a real employment agency which facilitates placement and long term retention in the private sector. All services are free of charge.

New Door Ventures Youth Workforce Development[193]

New Door Ventures provides skill-building opportunities, individual support and paid jobs that enable our youth to discover and achieve their potential. This is integral to their successful transition to healthy, sustainable adulthood. New Door Ventures aims to transform individuals who will in turn transform their communities. The program takes a positive youth development

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[188] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[189] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[190] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[191] Source: List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[192] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[193] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839

approach and has four core components: paid job internships, skill-building workshops, 1-on-1 case management, and educational supports.

San Francisco Conservation Corps[194]

The San Francisco Conservation Corps' (SFCC) Education and Job-Readiness program provides disconnected, out-of-school San Francisco youth (over age 18) with comprehensive program services including educational advancement, work-based learning opportunities, job readiness training, career exploration, and transition support services. SFCC helps prepare participants for the world of work by providing basic education and job readiness skills and the assistance needed to matriculate into post-secondary education or advanced training to obtain and retain unsubsidized employment in their selected career pathway.

San Francisco Recreation and Park Department Workreation[195]

The San Francisco Recreation and Park Department's Workreation Program is a school-year and summer employment, mentorship and training program for all youth who live in, or attend school in, San Francisco. Workreation is open to youth, ages 14-17 (or 18, as long as the student is still in high school). Participants earn minimum wage, develop leadership and problem solving skills, and gain community awareness.

Special Service for Groups Occupational Therapy Training Program Career Awareness at Civic Center Secondary School[196]

The Occupational Therapy Training Program – San Francisco (OTTP-SF) Career Awareness Program at Civic Center Secondary School serves 30 youth annually between the ages of 16-18 that exhibit risk factors including habitual truancy, significant behavioral and emotional issues, learning challenges and histories of expulsion. Youth engage in vocational assessment in order to heighten self awareness regarding personal strengths and career aspirations and develop an individualized vocational plan specifying short and long term occupational goals. Youth also participate in 40 hours of job readiness training.

United Way of the Bay Area SF Jobs+ and Summer Jobs+[197]

SF Summer Jobs+ is a city-wide summer program to help young adults (ages 16-24) find summer employment. The goal in 2013 is to provide 6,000 jobs and work opportunities! This initiative is a partnership between the City of San Francisco, United Way of the Bay Area, the Department of Children, Youth & Their Families, the Office of Economic and Workforce Development, the San Francisco Unified School District, youth-serving nonprofits and the San Francisco business community.

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[194] Source: List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[195] San Francisco Recreation and Park Department Website, http://sfrecpark.org/teens-want-to-earn-some-extra-cash/
[196] List of DCYF YLEAD Grantees, www.dcyf.org/modules/showdocument.aspx?documentid=839
[197] SF Summer Jobs Website, http://sfsummerjobs.org/

Programs Funded by OEWD

RAMP-SF

RAMP-SF (Reconnecting All through Multiple Pathways) is a workforce development program that provides young adults who are not making positive connections to the labor market, particularly young adults who are involved with the justice system, reside in public housing, are exiting foster care, and/or have dropped out of school, with an opportunity to address barriers to employment within the context of a work environment. RAMP-SF equips participants with the skills and opportunities they need to get on a path towards self-sufficiency and productive participation in society. The program model combines job readiness training, paid work experience, educational services, and intensive support.

Young Adult WorkLink Access Points

These Access Points provide skill-building training tailored to the needs of those in the 18-24 age group, serve as feeders to post-secondary education and to Sector Academies, and link young adults to competitive employment.[198] These Access Points tailored to youth will focus on meeting the special needs of youth who may need support around staying engaged (or re-engaging in) education, addressing justice system involvement, and building skills that prepare them for future success in pursuing careers that pay living wages. Each Access Point will provide wraparound supports and services that will help youth overcome significant barriers to employment. They will also work to connect youth to educational services that will help them complete GEDs, and enter programs that help them connect to post-secondary options such as community college. In particular, Young Adult Access Points are responsible for providing, and for referral where appropriate: tutoring, study skills, and education retention strategies, and alternative secondary school services.[199]

Sector Bridge

OEWD funds Sector Bridge programs to serve as feeders to post-secondary education and/or the Construction, Healthcare, and Information Technology Sector Academies.[200] Participants master basic education and technical skills in a contextualized forma tied to a specific industry sector. The program puts clients on a path to a postsecondary degree program, an industry-recognized sector training, or unsubsidized sector-related employment.[201]

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[198] OEWD Workforce Strategy, RFP #113 Funding Recommendations, Workforce Investment San Francisco, March 27, 2013. Retrieved from: http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CCwQFjAA&url=http%3A%2F%2Foewd.org%2Fmedia%2Fdocs%2FWorkforceDevelopment%2Fwisf%2FWISF%2520Board%2F2013%2F3.27.2013%2FItem%25203_WISF%2520RFP%2520Presentation%25203-27-13.pdf&ei=K3vfUc_pNsbKiwKqnYDQBw&usg=AFQjCNE3H_cr7ada4XVT8PbkyRQruSnHWw&bvm=bv.48705608,d.cGE

[199] DRAFT Workforce Strategic Plan: 2013-2017, Workforce Investment San Francisco (p. 60).

[200] DRAFT Workforce Strategic Plan: 2013-2017, Workforce Investment San Francisco.

[201] OEWD Workforce Strategy, RFP #113 Funding Recommendations, Workforce Investment San Francisco, March 27, 2013, p. 43.. Retrieved from: http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CCwQFjAA&url=http%3A%2F%2Foewd.org%2Fmedia%2Fdocs%2FWorkforceDevelopment%2Fwisf%2FWISF%2520Board%2F2013%2F3.27.2013%2FItem%25203_WISF%2520RFP%2520Presentation%25203-27-13.pdf&ei=K3vfUc_pNsbKiwKqnYDQBw&usg=AFQjCNE3H_cr7ada4XVT8PbkyRQruSnHWw&bvm=bv.48705608,d.cGE

Programs Funded by HSA

Youth Employment Services

HSA funds neighborhood CBOs to provide workforce services to youth ages 18-24 who are enrolled in CAAP. Employment activities may include vocational training, computer skills training, GED preparation, and barrier remediation activities such as substance abuse counseling.[202]

Interrupt, Protect, Organize

The IPO is an anti-violence initiative launched in summer 2012. The "organize" component of IPO is workforce training and a year-long employment opportunity for individuals who are seen as highly likely to be involved in violence or crime. This aspect of IPO is partially based on a program run by the Department of Public Works (DPW) and TURF (a local nonprofit organization) at Sunnydale, which targeted young men in need of transitional employment opportunities.

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[202] HSA memo, May 18, 2013. Retrieved from http://www.sfhsa.org/3638.htm.

O. Explanation of How the Supply and Need of HSA-Funded Slots were Calculated

Step 1: Number of Unemployed, Adult Residents not Enrolled in SSI

The data from the SF Housing Authority from FY 10-11 was used to calculate this number. A list was created of those who:

- Were not employed at any time during 10-11,
- Were between 25 and 65, and
- Were not enrolled in SSI (and therefore are assumed to be non-disabled and in the labor force)

This list had 840 people on it at all four sites in the aggregate.

### Shortage of Program and Service Supply

Step 2: Calculate How Many of the 840 Were Enrolled in CalWORKs or CAAP

Those enrolled in CalWORKs or CAAP can access HSA-funded programs. Of the 840, 202[203] were found to be enrolled in CalWORKs (and non-exempt for at least nine months of the year), and 122 were found to be enrolled in CAAP. These two numbers total to 324.

Step 3: Estimating the Number of HSA-Funded JOBS NOW! Program Slots that Might be Available to those at HOPE SF Sites

This estimated begins with the number of program slots that HSA has budgeted for, for the 13-14 fiscal year, which is 950, including the three tiers of JOBS NOW!: the Community Jobs Program, the Public Service Trainee Program, and the Employer Subsidy Employment Program. (The actual number of placements is likely to be higher than 950, but that is the number budgeted for currently.) Not all of these will be available to HOPE SF residents because other people in San Francisco will be competing for the same slots.

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[203] In counting all those enrolled in CAAP in this age group, and not on SSI, the number comes to 260. However, some of these are employed due to the TANF work requirement – so the number falls to 202 when we include only those who were employed at no time during the year.
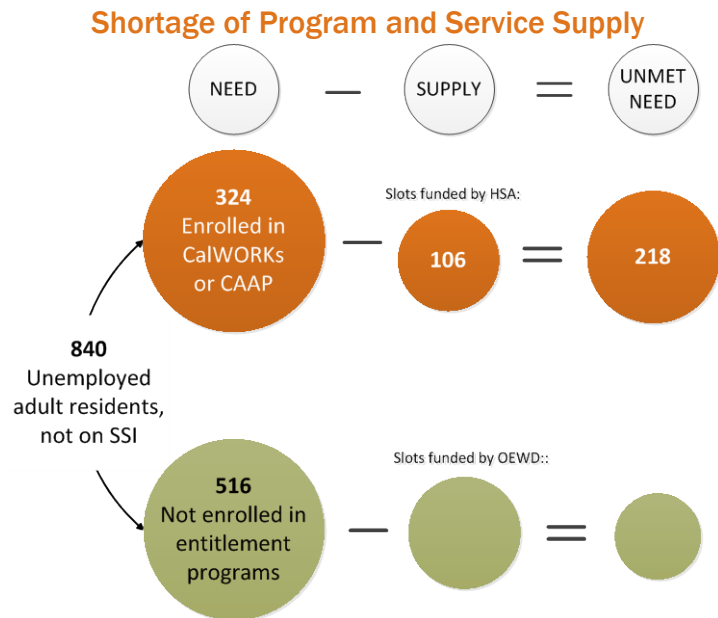
To estimate how many might be available to HOPE SF residents, we assume that the proportion of the total number of slots available to HOPE SF can be estimated to be roughly the same as this proportion:

$$\frac{\text{Total number of HOPE SF residents enrolled in CalWORKs or CAAP}}{\text{Total number of San Franciscans enrolled in CalWORKs or CAAP}}$$

The evaluation team did not have access to the denominator in this proportion, but the team did have access to the total number of San Franciscans enrolled in *only* CalWORKs. Therefore, the team used the following proportion as a stand-in:

$$\frac{\text{Total number of HOPE SF residents enrolled in CalWORKs}}{\text{Total number of San Franciscans enrolled in CalWORKs}}$$

HSA reported the total number of HOPE SF residents enrolled in CalWORKs (non-work-exempt) in March 2013 to be 2326. The total number of HOPE SF residents in CalWORKs (non-work-exempt) at some time during FY 10-11 was 260.[204] This means that:

$$\frac{\text{Total number of HOPE SF residents enrolled in CalWORKs}}{\text{Total number of San Franciscans enrolled in CalWORKs}} = \frac{260}{2326} = 11\%$$

At this point we apply 11% as the proportion of total slots that would be available to HOPE SF to the total number of slots:

11% x 950 = 106.

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[204] This number does not remove those who are unemployed, to make it equivalent to the HSA number. There are other non-equivalences of course; they are from different years, and one is a point-in-time estimate (March 2013), and the other is over the course of a Fiscal Year (2010-11). However, we assume that since there have been no serious changes for those at the bottom of the economic ladder between 2010-11 and 2013, the time change will not distort the proportion too seriously. Having the full year of data might inflate the number slightly (although not too much, since people enrolled at one time during the year often tend to be enrolled at another time – and if they are not, they are replaced by others getting onto the rolls). But if it is inflated, it simply makes the estimate of supply more conservative, because the proportion gets larger as the numerator gets larger.

P. Literature Review: How to Boost Employment and Earnings among Disadvantaged Populations

There is an extensive literature on what works for improving employment outcomes among those with very low educational levels, multiple employment barriers, and public housing residents. HOPE SF strategies should take advantage of what the field knows to be effective. Here is a short summary of what we know from this literature.

Increasing Education and Skill Levels

Employment programs will lead to greater economic self-sufficiency only if they incorporate strategies that lead to significant increases in human capital. Since the late 1990s and the beginning of "welfare to work," policy has placed an emphasis on "work first." This emphasis has in turn meant that public funding sources have focused on short-term job readiness services and job placement assistance rather than on education and training.[205] Programs focusing on getting people into jobs have indeed led to higher employment rates among low-income, low-skill workers.[206] Higher employment rates do not however typically translate into higher *earnings*, and disadvantaged workers rarely make enough to lift themselves and their families out of poverty.[207] This is because with low skill levels, disadvantaged workers will enter only the lowest-paying jobs with the least opportunity for advancement.

The research tells us that disadvantaged adults can raise their incomes – sometimes dramatically – when they can access education and training opportunities. Modest levels of training lead to modest income increases, and longer-term training leads to greater increases.[208] Vocational training, as part of a workforce development strategy for low-income workers, can often be "quick and dirty."[209] With research showing that longer-term, more-intensive training pays off and that increased human capital undergirds career advancement, an investment in robust education and training should be central to any strategy designed to help low-income workers escape poverty.[210]

[205] Frank, A., and Minoff, E. (2005). *Declining Shares of Adults Receiving Training under WIA Are Low-Income or Disadvantaged.* Washington DC: Center for Law and Social Policy; Grote, M. W., and Roder, A. (2005). *Setting the Bar High: Findings from the National Sectoral Employment Initiative.* New York: Public/Private Ventures; Brookings Institution; Holzer, H. (2008). *Workforce as an Antipoverty Strategy: What Do We Know? What Should We Do?* Washington DC: The Urban Institute.

[206] Acs, G., and Loprest, P. (2007). *TANF Caseload Composition and Leavers Synthesis Report.* Washington DC: Administration for Children and Families.

[207] Hamilton, G. (2012). *Improving Employment and Earnings for TANF Recipients.* Washington DC: Urban Institute; Holzer, H. (2008). *Workforce as an Antipoverty Strategy: What Do We Know? What Should We Do?* Washington DC: The Urban Institute; Miller, C., Deitch, V., and Hill, A. (2011). *Paths to Advancement for Single Parents: The Employment Retention and Advancement Project.* New York: MDRC.

[208] Holzer, H. (2008). *Workforce as an Antipoverty Strategy: What Do We Know? What Should We Do?* Washington DC: The Urban Institute; Osterman, P. (2006). "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy*. Washington: Urban Institute.

[209] Osterman, P. (2006). "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy*. Washington: Urban Institute.

[210] Golden, O., Winston, P., Acs, G., and Chaudry, A. (2007). *Framework for a New Safety Net for Low-Income Working Families.* Washington DC: The Urban Institute.

Using Community Colleges to Deliver Education and Training

The education and training that community colleges deliver is particularly associated with high rates of return.[211] Students do not need to earn an associate's degree in order to see these returns; vocational certificates – especially in high-growth industries – will pay off in terms of earnings growth as much as, and sometimes more than, an AA.[212] One study of women in CalWORKs who attended community college showed dramatic earnings increases.[213] For those earning an AA degree, median annual earnings two years after graduation were five times higher than median earnings in the year prior to college entry (rising from $3,916 to $19,690). And those who received a certificate saw their median annual earnings more than triple (rising from $4,177 to $16,213).

Community colleges represent an incredibly valuable asset that the workforce development system can leverage. They provide high quality of education and training, they bring extensive resources to the table, they have experience serving low-income students, and they have a history of partnering with CalWORKs to serve California welfare recipients on their campuses.[214]

Supporting People to Enter Transitional Jobs and Jobs Combined with Training

Education and training are keys to jobs that help families escape poverty. But in many cases, it can be difficult to postpone work to engage in education and training: people want to get to work quickly and earn wages, and entering jobs can also help people adopt the habits of being a person who goes to work every day. However, research shows that taking "just any job" ultimately does not support long-term career goals.[215] People show better outcomes when jobs are combined with training,[216] and another promising version of "work first" is the transitional jobs model.

Jobs with training help people get to work quickly, while also building workers' human capital. This approach has been shown to increase both employment rates and earnings over the longer term.[217]

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[211] Council of Economic Advisors (2009). *Preparing the Workers of Today for the Jobs of Tomorrow*. Washington DC: Executive Office of the President; Marcotte, D., Bailey, T., Borkoski, C., and Kienzl, G. (2005). "The Returns of a Community College Education: Evidence from the National Educational Longitudinal Survey." *Educational Evaluation and Policy Analysis* 27, no. 2 (157-175).

[212] Carnevale, A., Rose, S., and Hanson, A. (2012). *Certificates: Gateway to Gainful Employment and College Degrees*. Washington DC: Georgetown University, Center on Education and the Workforce.

[213] Mathur, A. (2004). *From Jobs to Careers: How Community Colleges Pay Off for Welfare Recipients*. Washington DC: Center for Law and Social Policy.

[214] Hamilton, G. (2012). *Improving Employment and Earnings for TANF Recipients.* Washington DC: Urban Institute; Holzer, H. (2008). *Workforce as an Antipoverty Strategy: What Do We Know? What Should We Do?* Washington DC: The Urban Institute; Mathur, A. (2004). *From Jobs to Careers: How Community Colleges Pay Off for Welfare Recipients*. Washington DC: Center for Law and Social Policy; Osterman, P. (2006). "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy*. Washington: Urban Institute.

[215] Hamilton, G. (2002). *Moving People from Welfare to Work: Lessons from the National Evaluation of Welfare-to-Work Strategies.* Washington DC: U.S. Department of Health and Human Services and U.S. Department of Education.

[216] Hamilton, G. (2002). *Moving People from Welfare to Work: Lessons from the National Evaluation of Welfare-to-Work Strategies.* Washington DC: U.S. Department of Health and Human Services and U.S. Department of Education; Hamilton, G. (2012). *Improving Employment and Earnings for TANF Recipients.* Washington DC: Urban Institute.

[217] Bloom, H., Orr, L., Bell, S., Cave, G., Doolittle, F., Lin, W., and Bos, J. (2000). "The Benefits and Costs of JTPA Title II-A Programs: Key Findings from the National Job Training Partnership Act Study." *Journal of Human Resources* XXXII, no. 3 (549–576); Gueron, J. M., and Hamilton, G. (2002). "The Role of Education and Training in Welfare Reform." *Welfare Reform and Beyond Policy Brief 20*. Washington DC: The Brookings Institution.

The study of CalWORKs women who attended community college undermines the notion that going to school means a lower likelihood of employment: women in community college had *higher* employment rates than the general welfare population.[218]

Transitional jobs provide another promising model. People are hired into short-term subsidized jobs (lasting generally three to six months), with the goal of parlaying their work experience to transition to an unsubsidized job. For hard-to-employ populations, this approach has had *poor* outcomes: a random assignment study of "hard-to-employ" welfare recipients showed that these programs boost employment rates in the short term and sometimes for a limited period after participation, but within a four-year follow-up period had no effect on employment or earnings.[219] However, as part of the Chicago Family Case Management Demonstration, the strategy showed promise for those considered hard to employ when transitional jobs were combined with pre-job training, as well as intensive case management and support, and when the participants were segmented according to need (those with higher needs receiving more training and support).[220]

Creating Career Pathways

Education and training are vital to long-term employment success – and their capacity to bring high returns will be enhanced if they exist in the context of a system that lays out *career ladders or pathways* that workers can easily access. Career pathways provide "a series of connected education and training programs and support services that enable individuals to secure employment.… Each step … is designed explicitly to prepare for the next level of employment and education."[221] If a career pathway has this high level of articulation, the system will enable workers and job seekers to identify, access, and obtain the *right* training or educational credential that will prepare them for opportunity-rich jobs and ultimately to advance in the workplace.[222]

Linking Labor Supply Strategies to Labor Demand Strategies

Strategies that build human capital (the labor supply side of the equation) are even more successful when they link to employer needs (the labor demand side of the equation). In programs like these, providers act as, or partner with, labor market intermediaries: learning about the skills that employers are looking for and the requirements that job seekers need to meet to do well in specific job openings. A survey of job training programs found that the most successful ones worked actively with firms and employers.[223] This finding is supported by a large-scale random assignment study of 12 career advancement programs. Only three of these 12 showed an impact on earnings and advancement; the successful programs capitalized on close ties with employers, developing trainings that articulated well with employer needs and linking clients directly with these

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[218] Mathur, A. (2004). *From Jobs to Careers: How Community Colleges Pay Off for Welfare Recipients.* Washington DC: Center for Law and Social Policy.

[219] Jacobs, E., and Bloom, D. (2011). *Alternative Employment Strategies for the Hard-to-Employ TANF Recipients: Final Results from a Test of Transitional Jobs and Pre-Employment Services in Philadelphia.* New York: MDRC.

[220] Parilla, J., and Theodos, B. (2010). *Moving "Hard to House" Residents to Work: The Role of Intensive Case Management.* Washington DC: The Urban Institute.

[221] Jenkins, D. and Spence, C. (2006). *The Career Pathways How-To Guide.* New York: Workforce Strategy Center.

[222] Osterman, P. (2006). "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy*. Washington: Urban Institute.

[223] Osterman, P. (2006). "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy*. Washington: Urban Institute.

employers' job openings.[224] Another random assignment study of three promising models found that programs with employer linkages resulted in improved earnings and employment rates for participants (with those in the treatment group earning, on average, 29% more than those in the control group during the second year of the follow-up period).[225]

Pursuing a Sectoral Strategy

A very promising strategy that combines a career pathways approach with the labor market intermediary approach is called a "sectoral strategy." Using this strategy, providers design career pathways within a particular sector that is creating opportunity-rich jobs. Within a given sector, providers work with employers as well as education and training providers to design a training ladder that will provide skills with labor market payoff at each "rung." With strong connections to employers within the industry, providers can support clients in finding jobs with their partner firms.[226] A rigorous random assignment study that Public/Private Ventures carried out has demonstrated the effectiveness of the sectoral approach.[227]

Sectoral strategies highlight the value of partnering with community colleges. A central mission of community colleges is to provide career and technical education and certificates with workforce value – so they already have education and training that align well with a sectoral strategy. In addition, in recent years, they have increasingly refined their offerings in a way that "chunks" training: many community colleges offer "stackable" credentials. These begin with short-term certificates that students can attain quickly. Students can then progressively build on these, obtaining certificates – for example – at the 30-credit mark, and then 60-credit mark. At each credentialing "stopping point," the credential has increasing workforce value.[228]

One excellent example of a sectoral approach is a Portland Community College (PCC) initiative. Collaborating with local employers, PCC has created a set of career pathways that use training "modules." There are multiple entry and exit points for students, from Adult Basic Education through certificates and degrees. Each module aligns with employer needs, so students get a labor market return for each one. Students can combine work and education and can continue "stacking" credentials so that each module leads to a higher labor market payoff. The program recruits from One Stops, TANF, ESOL, and GED programs and includes supportive services and job search assistance.[229]

[224] Hendra, R., Dillman, K., Hamilton, G., Lundquist, E., Martinson, K., and Wavelet, M. (2010). *How Effective Are Different Approaches Aiming to Increase Employment Retention and Advancement? Final Impacts for Twelve Models.* Washington DC: Administration for Children and Families.

[225] Maguire, S., Freely, J., Clymer, C., Conway, M., and Schwartz, D. (2010). *Tuning In to Local Labor Markets: Findings from the Sectoral Employment Impact Study.* Philadelphia, PA: Public/Private Ventures.

[226] Hamilton, G. (2012). *Improving Employment and Earnings for TANF Recipients.* Washington DC: Urban Institute; Osterman, P. (2006). "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy*. Washington: Urban Institute.

[227] Maguire, S., Freely, J., Clymer, C., Conway, M., and Schwartz, D. (2010). *Tuning In to Local Labor Markets: Findings from the Sectoral Employment Impact Study.* Philadelphia, PA: Public/Private Ventures.

[228] Albrecht, B. (2011). "Growing the Economy by Up-Skilling the American Worker." *Source: Techniques for Connecting Education and Careers* (November 2011), 16-19.

[229] Jobs for the Future (2004). *Breaking Through: Helping Low-Skilled Adults Succeed in College and Careers.* Boston: Jobs for the Future.

Integrating Case Management and Supportive Services

In the literature on employment program effectiveness, one message comes through repeatedly: high-touch supports are incredibly important. This is the case for job search services, job retention, and completing education and training pathways.[230] If short-term employment and earnings gains are to be the beginning of a long-term positive trend, disadvantaged workers must be able to count on an extended commitment from programs to provide case management or other types of supports.[231]

High-touch supports are particularly critical for the populations with a high number of employment barriers (especially physical limitations, low literacy levels, substance use, and mental health issues). While positive employment outcomes are often more challenging for high-need populations, job programs with intensive supports have been shown to be effective. These types of supports may include home visits, medical care, counseling, and work with case managers who have small caseloads.[232]

Using Financial Incentives

A final practice with proven effectiveness is the incorporation of financial incentives. Studies of the Earned Income Tax Credit (EITC) show that the EITC is associated with an increase in labor force participation especially among single mothers.[233] One of the Employment Retention and Advancement (ERA) programs studied with a random design offered a monthly stipend of $200 to former TANF recipients who worked at least 30 hours per week. This program saw increased employment and earnings that lasted until the final follow-up period, four years after the end of the incentive.[234]

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[230] Bloom, H., Riccio, J., Verma, N., and Walter, J. (2005). *Promoting Work in Public Housing: The Effectiveness of Jobs-Plus, Final Report.* New York: MDRC; Marcotte, D., Bailey, T., Borkoski, C., and Kienzl, G. (2005). "The Returns of a Community College Education: Evidence from the National Educational Longitudinal Survey." *Educational Evaluation and Policy Analysis* 27, no. 2 (157-175); White, V., and Morse, K. (2011). *Innovate, Research, Repeat: New York City's Center for Economic Opportunity.* Palo Alto, CA: The Stanford Center on Poverty and Inequality.

[231] Hendra, R., Dillman, K., Hamilton, G., Lundquist, E., Martinson, K., and Wavelet, M. (2010). *How Effective Are Different Approaches Aiming to Increase Employment Retention and Advancement? Final Impacts for Twelve Models.* Washington DC: Administration for Children and Families.

[232] Bloom, D., Loprest, P., and Zedlewski, S. (2011). *TANF Recipients with Barriers to Employment.* Washington DC: The Urban Institute; Metch, L., and Pollack, H. (2005). "Welfare Reform and Substance Abuse." *Milbank Quarterly* 83, no. 1 (65-99); Turner, L. Danziger, S., and Seefeldt, K. (2006). "Failing the Transition from Welfare to Work: Women Chronically Disconnected from Employment and Cash Welfare." *Social Science Quarterly* 87, no. 2 (227-249).

[233] Grogger, J. (2003). "The Effects of Time Limits, the EITC, and Other Policy Changes on Welfare Use, Work, and Income among Female-Headed Families." *The Review of Economics and Statistics* 85, no. 2 (394–408); Holt, S. (2006). *The Earned Income Tax Credit at Age 30: What We Know.* Washington DC: The Brookings Institution.

[234] Hendra, R., Dillman, K., Hamilton, G., Lundquist, E., Martinson, K., and Wavelet, M. (2010). *How Effective Are Different Approaches Aiming to Increase Employment Retention and Advancement? Final Impacts for Twelve Models.* Washington DC: Administration for Children and Families.