HOPE SF

Baseline Evaluation Report

June 2012

About HOPE SF

HOPE SF is an ambitious cross-sector effort to transform five San Francisco public housing projects into environmentally and economically sustainable mixed-income communities. The initiative is led by the Mayor's Office of Housing and San Francisco Housing Authority[1] in partnership with Enterprise Community Partners (an intermediary organization that leads the Campaign for HOPE SF). With multiple public and private partners, HOPE SF links financial investment and technical assistance with the large-scale effort to redevelop distressed public housing, supporting vital resident services, green design, and 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.

About this Report

This comprehensive, integrated report on baseline conditions at four HOPE SF sites – Hunters View, Alice Griffith, Potrero Terrace and Annex, and Sunnydale – provides a revealing summary of the current physical and human realities that these public housing residents experience on a day-to-day basis. The report covers the time period from July 2010 to June 2011, and is being released in the early launch stages of the initiative in order to set the stage for on ongoing five-year 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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[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 will be dissolved on February 1, 2012.

Table of Contents

I. Introduction

HOPE SF is an ambitious cross-sector effort to transform several San Francisco public housing projects into environmentally and economically sustainable mixed-income communities. This comprehensive, integrated report on baseline conditions at four HOPE SF sites – Hunters View, Alice Griffith, Potrero Terrace and Annex, and Sunnydale – provides a summary of the current physical and human realities that these public housing residents experience on a day-to-day basis. The report covers the time period from July 2010 to June 2011, and is being released in the early launch stages of the initiative in order to set the stage for on ongoing five-year evaluation.

The importance of capturing baseline conditions at the start of the initiative cannot be overstated: thorough analysis and documentation of the set of needs and issues that HOPE SF aims to address is critical for understanding progress over time towards initiative goals and what contributed to or hindered success along the way. This baseline assessment 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.

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.

HOPE SF stakeholders are deeply committed to learning, and to sharing lessons learned with both internal and external audiences. The complexity and protean nature of the initiative demands that stakeholders implementing the initiative learn as they go, and incorporate those lessons for ongoing strategy and program 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. 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 University of Washington) to lead this five-year evaluation.

Report Overview

Following this introductory chapter, the remainder of the report is organized into a series of thematically connected sections, with chapters addressing different topics under each section. Each of these chapters functionally serves as a mini-report describing baseline conditions at the four HOPE SF sites (to the extent data are available) within a set of ten domains, listed to the right.

Domain-specific recommendations are included in each chapter, and the report concludes with a set of overarching recommendations in the "Learning for Action" chapter.

The Context for HOPE SF[2]

HOPE SF has grown out of a number of efforts that the City has put together to connect physical development and human development to transform San Francisco's most disconnected communities. HOPE SF, along with infrastructure improvement such as the Third Street Light Rail, business development along the 3rd Street Corridor, and the Shipyard Redevelopment project, provide the needed changes in the environment to revitalize struggling communities.

Organization of the Baseline Report

WHERE RESIDENTS LIVE

- Housing
- Safety
- Neighborhood Infrastructure

HOPE SF RESIDENTS

- Who Lives in HOPE SF housing?
  - Demographic Summary
  - Economic Well-Being & Self-Sufficiency
- Strategies to Serve Residents
  - Community Building
  - Service Connection
- Outcomes for Residents
  - Employment
  - Education & Youth Development
  - Health & Emotional Well-Being

RECOMMENDATIONS

In fall 2006, San Francisco Mayor Gavin Newsom launched Communities of Opportunity (COO), a comprehensive anti-poverty initiative designed to improve the lives of vulnerable families living in Bayview Hunters Point, the city's last predominantly African-American neighborhood. The five-year initiative focused on 2,600 residents living in or near the Alice Griffith, Hunters View, Hunters Point West, and Sunnydale public housing developments.[3] COO provided an overarching framework for the City's anti-poverty efforts, specifically to ensure coordination of City-funded services to help residents stabilize their lives and take full advantage of the opportunities brought by redevelopment. COO also provided a forum for community voice in decision making to help rebuild trust between residents and City government.

The strategic thinking that led to both COO and HOPE SF was stimulated by two major research efforts:

1. **Project Connect**, which surveyed 10,000 residents in 2004 to better understand what services they did and did not use, what worked well in their communities and where the system was breaking down. The results for Bayview Hunters Point and Visitacion Valley were telling: across the board residents felt the quality of services were low and the city made empty promises that were not responsive to their needs.

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[2] "HOPE SF City and County of San Francisco Service Connection Plan (January 30, 2009).
[3] Harder+Company Community Research and LFA Group: *Learning for Action*, "The Good, the Bad, and the Future: Lessons from San Francisco's Communities of Opportunity Initiative." Prepared for the Evelyn and Walter Haas, Jr. Fund, the Mimi and Peter Haas Fund, the Stuart Foundation, and the Walter and Elise Haas Fund.

2. The **Seven Street Corners Study**, a 2005 analysis performed by San Francisco's Human Services Agency (HSA) to better understand what was happening with vulnerable families involved in multiple systems of care. HSA physically mapped out where system-involved families were living and found that the majority of children removed from their families and placed in the care of the child welfare system lived within short walking distance of seven street corners. Four of the seven street corners were in the southeast sector and six of the seven were in or adjacent to public housing sites, five of which are being redeveloped through HOPE SF (Hunters View, Alice Griffith, Potrero Annex/Terrace, Sunnydale and Westside Courts).

COO sunsetted in 2011, in part because the initiative was not able to achieve its fundraising goals but also because HOPE SF, anchored in the physical redevelopment process, has taken up the charge of revitalization in San Francisco's most disadvantaged communities, and supporting the families in the HOPE SF housing sites to escape entrenched poverty.

Overview of HOPE SF

HOPE SF is led by the Mayor's Office of Housing and San Francisco Housing Authority[4] in partnership with Enterprise Community Partners and The San Francisco Foundation (TSFF). Housed at TSFF, the Campaign for HOPE SF is a unique public-philanthropic funding collaborative with a goal of raising $25M to achieve the goal of ensuring that HOPE SF transforms public housing communities in San Francisco and the lives of those who call them home. The Campaign was launched to address two interrelated problems: 1) the lack of focused and coordinated resources (capital and program) to transform these neighborhoods into vibrant mixed-income communities where all residents have the opportunity for success; and 2) the wasted opportunity of better aligning and integrating programs and service systems serving the City's largest concentrations of families in crisis living in public housing developments. Additional partners in this effort include the HOPE SF Steering Committee (including representatives from the Walter & Elise Haas Sr. Fund, Bank of America, JP Morgan Chase), as well as the HOPE SF Leadership Committee, which is comprised of philanthropic, civic and business leaders from San Francisco and across the country. As of April 30, 2012, $6M in funds have been pledged to the Campaign.

> **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

HOPE SF Task Forces

In 2011, the Campaign for HOPE SF convened three cross-sector Task Forces to develop goals, priorities, and strategies for making significant improvement in resident outcomes in the three core areas of Health, Education, and Economic Mobility. The following provides a brief overview of each Task Force and the goals and priorities that emerged from their work.

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[4] At the founding of HOPE SF, a third leader was the San Francisco Redevelopment Agency (SFRA). Due to the California budget crisis and a resulting policy introduced by Governor Brown, the SFRA was dissolved on February 1, 2012.

Health[5]

The Health Task Force was comprised of 20 Bay Area community leaders and health experts who met five times in the Fall of 2011 to identify areas of opportunity for the Campaign to improve the health of HOPE SF residents in the next five years. The Task Force researched a range of place-based interventions in the social, service and built environments, and they drew from a wide body of public health literature that included the Social Determinants of Health and Healthy People 2020. They reviewed community feedback and data from a number of sources, which showed that the leading issues of concern for residents are drugs and substance use, safety and violence, health care services, emotional stress, mental health conditions and grief management. Other areas of interest include access to healthier food, nutrition classes, exercise, healthy indoor air quality, and parenting and family support. Based on their research, experiences and discussions, the Task Force members determined the following Vision, Goals, and Strategic Priorities.

Vision for Health: HOPE SF will help create communities and homes in which individuals and families reach and maintain health and wellness.

Goals for Health: Together with the residents of HOPE SF communities, the Campaign for HOPE SF seeks to build social, service and built environments where:

- Residents live in socially-cohesive communities that support meaningful community engagement, and resident leadership.
- Residents are safe from violence and unintended injuries, and the resulting emotional trauma in their homes and in the community, and healed from intergenerational trauma.
- Residents live in communities free from substance use and the impact of untreated mental health conditions.
- Residents have health coverage and are well-connected to preventative and primary healthcare services.
- Residents engage in increasingly healthy behaviors, and participate in self- management of their chronic diseases and other health conditions.
- Children and youth develop in healthy and resilient ways, supported by their families and their neighbors to become the next generation of hope.
- Residents live in homes that are healthy and built or maintained with safe materials.

Strategic priorities for achieving Health goals in the next five years include:

1. Organize and empower residents to lead and participate actively in community activities that build a strong and cohesive neighborhood.
2. Prevent exposure to stress and emotional trauma through a reduction in violence and unintended injuries, and provide social support to address trauma.
3. Create community-wide support for an environment that encourages early intervention and treatment of addiction and mental health conditions, and reduces the impact of both on individual, family, and community health.
4. Promote healthy living behaviors and conditions (including access to healthy food and physical activity) to improve rates of chronic disease, access to health care and prevention services, and healthy child development and family relationships.
5. Ensure safety and health standards are maintained in the demolition and reconstruction of HOPE SF sites so that the physical environment before and during construction is healthy.

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[5] "Recommendations to the Campaign for HOPE SF Steering Committee," Campaign for HOPE SF Health Task Force (December 2011).

Education[6]

The Education Task Force was a cross-sector coalition of more than 20 Bay Area leaders and experts including philanthropic leaders, service providers, teachers, community builders and housing experts, which met four times in the summer of 2011 to identify the areas of opportunity to improve residents' educational opportunities for the Campaign at HOPE SF sites. The HOPE SF Education Task Force created an overarching vision for all HOPE SF youth and a set of key goals for the Campaign in the next five years.

Vision for Education: Children enter kindergarten ready to succeed in school; youth are prepared for success in college and career.

Goals for Education:
- HOPE SF Residents aged 0 – 5 are ready for kindergarten
- HOPE SF residents are reading at grade level by 4th grade
- HOPE SF residents successfully transition from 5th to 6th grade, 8th grade to high school, and from high school to college or career
- HOPE SF residents graduate from high school college and career ready
- HOPE SF neighborhoods have high performing vibrant community schools with a range of programs and curricular opportunities that educate the whole child
- Families and community members are informed about and engaged in the schools

Strategic priorities for achieving Education goals in the next five years include:

1. Support programs and systems to ensure students enter kindergarten ready for school
2. Support efforts to increase quality of schools in or near HOPE SF sites
3. Increase access to quality summertime, and before and after-school educational programs and other learning opportunities for youth

The HOPE SF Education Task Force recommends a dual-pronged approach to improving educational outcomes: reaching all children and youth in their communities outside of school, and improving the schools in the neighborhoods that enroll the most HOPE SF residents.

Economic Mobility[7]

The Economic Mobility Task Force was a cross-sector coalition of 17 executive-level leaders and experts from philanthropy, business and nonprofit groups, which met four times in Spring and Summer of 2011 to identify the greatest areas of need and opportunity for the Campaign at the active HOPE SF sites in regards to economic mobility and workforce development. The Economic Mobility Task Force recommended that the Campaign adopt the overarching goal of **increasing the earned income and assets of HOPE SF residents.** Toward this goal, the Task Force has identified four strategic priorities:

*Priority 1***: Connecting HOPE SF Residents to Work**
Objective: HOPE SF residents who want to work are provided opportunities to do so.

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[6] "Recommendations to the Campaign for HOPE SF Steering Committee," Campaign for HOPE SF Education Task Force (February 2012).
[7] "Recommendations to the Campaign for HOPE SF Steering Committee," Campaign for HOPE SF Economic Mobility Task Force (2011).

Priority 2: **Supporting Successful Employment**
Objective: Residents succeed in competitive employment.

Priority 3: **Supporting Smart Money Management**
Objective: Residents build assets.

Priority 4: **Incentivizing Work and Saving**
Objective: Residents who work and save will be better off financially.

The Campaign is currently in the process of raising funds and developing plans to implement the Task Force recommendations.

Current Phases of and Projected Activity at HOPE SF Sites

The table below provides an overview of HOPE site activity currently underway and projected to be accomplished over the course of the initiative.

Exhibit 1. Current Phases of and Projected Activity at HOPE SF Sites

Name	Neighborhood	Current Phase	Lead developer	Replacement Public Housing	Total Housing Proposed	Net New Housing
Active Currently						
Hunters View	Bayview Hunters Point	Construction	John Stewart Co. and Devine & Gong	267	740	473
Alice Griffith	Bayview Hunters Point	Predevelopment	McCormack Baron/Urban Strategies	256	1210	954
Potrero Annex and Terrace	Potrero Hill	Planning/ Entitlement	Bridge Housing	606	1604	998
Sunnydale	Visitacion Valley	Planning/ Entitlement	Mercy Housing & Related Co	785	1700	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	1012	706
Total				**2,489**	**6,745**	**4,256**

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 leadership development for residents; and
- Community building and service connection as human capital strategies.

Each of these is explained below, as are the systems change efforts that are integral to HOPE SF's success.

Redevelopment

The first phase of HOPE SF includes four developments – Hunters View, Alice Griffith, Sunnydale, and Potrero – which together have over 1,900 units. Construction has begun at Hunters View, and construction at Alice Griffith is expected to begin in 2012, with predevelopment work underway at the remaining sites.

- **All public housing units will be replaced one-for-one, and substantial additional affordable and market-rate housing will be added at each site.** Ultimately HOPE SF will more than double the current density of housing units (from a current total of 1,914 across the four sites). 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. Ongoing on-site relocation is also designed to enable as many current residents as possible to take advantage of the opportunity to live in the improved new developments. Many public housing redevelopment projects have been criticized for the small percentage of residents returning to live in the developments after construction is completed; San Francisco aims to use the on-site relocation strategy as a way to avoid this undesired outcome at HOPE SF sites.

Mixed-Income Community Development

HOPE SF redevelopment and revitalization plans include a mix of public, affordable, and market-rate housing. Income limits for housing units will range from public housing targeted at extremely low-income households, to affordable rental housing available to households with incomes at 40-60% of Area Median Income, all the way to market-rate housing. In addition, the developments will include both rental and ownership housing, further increasing the diversity of these mixed-income communities. HOPE SF represents the first initiative in San Francisco to offer mixed-income housing. This type of mixed-housing implementation has been developed in several locations nationwide, most notably Seattle and Chicago.

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. Through the Academy, residents become equipped

with the necessary tools and information to participate in the revitalization of their communities. Furthermore, the Leadership Academy helps residents fully understand the development process, and assists their development as informed leaders in their communities.

Community Building and Service Connection

Recent revitalization research has demonstrated that physical transformation alone is insufficient to change neighborhoods or family and child outcomes. To bring about real change, HOPE SF is developing intensive human capital development strategies to ensure families, rather than buildings, are at the heart of the transformation of these neighborhoods. To attain its goals for vibrant, mixed-income communities, HOPE SF must create a bridge between the immediate needs of existing public housing residents and the future needs of an economically diverse community.[8] Two key staff roles at every development – community builders and service connectors – will build this bridge. These roles are currently funded by the city, and the work is phased based on stage of redevelopment (as shown in the graphic on the following page).

Community Building

At each site, developers hire community builders who engage the residents in planning for community revitalization. Community builders also have more general responsibilities: 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 and service connectors to develop and maintain partnerships with community-based organizations.
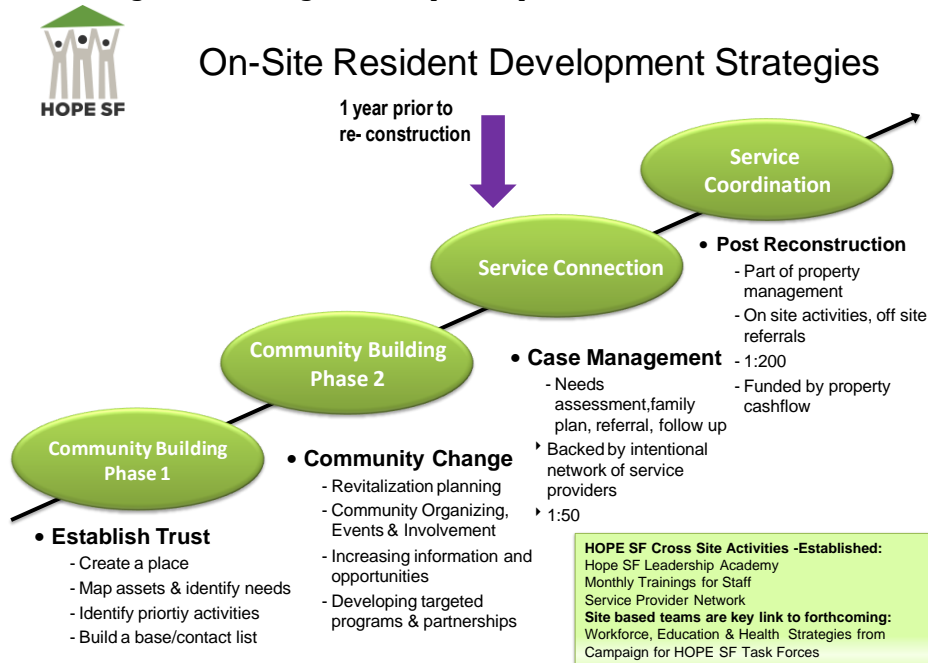
Service Connection

In the HOPE SF service connection model, two service connectors work on site at the HOPE SF developments. They are high-level social work professionals who 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, 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. The Hunters View Service Network currently includes 22 service agencies.

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[8] One challenging but important aspect of laying the groundwork for the future communities is to bring those who are not officially on the lease "back into the fold." In public housing sites across the country, households sometimes take in family or friends without putting them on the lease. Sometimes households are providing a temporary place to stay for someone who needs it, and other times they are a strategy to make ends meet if a family member or friend can bring in additional resources. The SFHA makes a strong effort to prevent this practice (since it is a violation of HUD regulations), but cannot always ensure that everyone living in a housing authority unit is on the lease. From the beginning, HOPE SF has sought to keep the resident communities intact by encouraging households to put off-lease population on the lease. Service connectors help to re-integrate these individuals by including them in needs assessments and referrals. HOPE SF has also incentivized people to come on to the lease at Hunters View by giving off-lease residents second priority (after on-lease residents) in placement in rebuilding jobs.

Service connectors at each development site play a specialized role in helping families navigate the complex array of public and private services. The service connection model purposefully links residents to specialized services in the surrounding community, and to more general service needs that can be met on site, such as child care. The service connection model is being implemented at Hunters View and Alice Griffith by Urban Strategies, and at Sunnydale by the Bayview YMCA (although YMCA staff did not come on site until January 2012, after the evaluation's baseline period).[9]

The graphic below, from the HOPE SF Service Connection Plan prepared by the Mayor's Office of Housing, provides an overview of how the phases of work fit together and build upon each other to support human capital development through the housing redevelopment process.

Two-Generation Strategy

HOPE SF seeks support to improve outcomes for children and families through a two-generation strategy for reducing poverty. Service connectors on site will 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 drawing their parents/caregivers into activities that will contribute to their own advancement. Urban Strategies, as the current provider in place, leverages the service connection model to:

- Connect children to after-school programs on school campuses and in the community;
- Engage children in positive summer experiences, including camps, classes and employment programs; and
- Ensure fall enrollment among young children in early childhood education programs such as Head Start and other participating providers in San Francisco's Preschool for All program.

These child-focused strategies will be coupled with methods for improving the economic self-sufficiency of parents and adults in the community including:

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[9] At Potrero, staff dedicated explicitly to service connection have not yet come on site.

- Offering an on-site jobs club, substance abuse group, and group activities to create a culture of work.
- Providing one-on-one employment needs assessments and plans to address barriers, build skills, and compete for and retain jobs in viable sectors; and
- Exploring lease provisions or requirements for child participation in school or adult participation in work or community service activities.

The proposed strategy seizes the unique window of opportunity opened when a new and significantly improved housing situation is presented to families. In engaging families, Urban Strategies will uncover their educational and employment goals, and activate participation in these offerings to help break the cycle of poverty.

Systems Change

HOPE SF involves an unusual number and diversity of stakeholders, reflecting the complexity of this large-scale, multi-site, multi-year project. Key partners directly involved in planning and implementing aspects of HOPE SF include the San Francisco Mayor's Office of Housing, the San Francisco Housing Authority, the Human Services Agency, the Mayor's Office of Economic and Workforce Development, the Department of Children, Youth and Families, the Department of Public Health, San Francisco Unified School District, First 5 San Francisco, the nine affordable housing developers and management companies represented on the four development teams, public and private financing institutions, and many community-based organizations as well as individual residents, representatives from other city departments, and community leaders.

To succeed, HOPE SF requires deep collaboration among these partners and stakeholders. HOPE SF uses three primary structures to bring together individuals and organizations critical to the initiative:

- **The HOPE SF Campaign Steering Committee.** This committee provides the structure for public-private collaboration. It includes representatives from the City of San Francisco (the Mayor's Budget Director and the Director of the Mayor's Office of Housing), Enterprise Community Partners, The San Francisco Foundation, JP Morgan Chase, The Walter and Elise Haas Fund, Bank of America, and other key philanthropic and financial institutions. The Steering Committee has also helped to form a Campaign Leadership Committee, which comprise about 20 philanthropic and civic leaders who bring credibility, connections, and direct financial support to the initiative.

- **The City Services Team.** This team is convened by the Mayor's Office of Housing, and consists of deputy-level representatives of the Housing Authority, the Human Services Agency, the Office of Economic and Workforce Development, the Department of Children, Youth, and their Families, the Department of Public Health, and the San Francisco Unified School District. This team originally came together to develop 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 on site.

- **The HOPE SF Oversight Committee.** This committee, convened by the Mayor's Office, is composed of director-level departmental leadership from all key City partners. It meets monthly to review service delivery and development activities. The goal of the Oversight Committee is to help create a more streamlined and efficient service-delivery system.

The HOPE SF Theory of Change

The Theory of Change that articulates the HOPE SF strategy and undergirds the evaluation is represented on the following page.

HOPE SF Theory of Change

HOPE SF ADDRESSES SERIOUS PROBLEMS…

- **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.

… THROUGH A UNIQUE APPROACH WITH IMPLICATIONS FOR ANTI-POVERTY EFFORTS NATIONWIDE

- 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:
  - On-site relocation and incentives to get on lease
  - Investment in community building and service connection on site and linking residents with the surrounding community
  - 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:

- 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.

We undertake these STRATEGIES:

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.

We can have these IMPACTS:

- 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 to the goals of HOPE SF. More importantly, the evaluation can serve as an effective tool for learning and 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 process – 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 have the opportunity to 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 at hoped-for levels in programming, services, and activities; and (2) what lessons are being learned regarding how implementation might be improved.
- **Outcome 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 over time, by comparing 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 in which the comparison sites are situated.
- **Developmental evaluation** draws on 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. The full list of research questions, organized by domain and by evaluation type, is included in Appendix A.

Methods Overview

This evaluation aims to paint a comprehensive picture of the current state of the initiative at multiple levels: the resident level, the development level, and the neighborhood level.[10] To understand HOPE SF at this depth, and across the breadth of the aforementioned dozen domains, LFA Group relied on the following data sources:

- **Hunters View Household Survey:** The LFA Group evaluation team asked Hunters View residents to share their thoughts about the rebuilding and revitalization through a household survey administered in the fall of 2011. At the time of baseline data collection, 128 households were available and 102 households completed the survey for a response rate of 80%.[11]

- **Key Informant Interviews:** LFA Group conducted interviews with several individuals in leadership positions within the initiative to gather their perspectives and insights into the progress of the initiative.

- **Administrative Datasets:** Through an agreement with the City of San Francisco, LFA Group gained access to de-identified data on public housing residents from the following city agencies: First 5 San Francisco (F5 SF); San Francisco Unified School District (SFUSD); Department of Children, Youth, and their Families (DCYF); Human Services Agency (HSA); Mayor's Office of Housing (MOH); 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 Department of Public Health's Healthy Development Measurement Tool (HDMT) and the Tracking-at-a-Glance (TAAG) database (which is used by Urban Strategies to track service connection for residents at Hunters View and Alice Griffith).

- **Document Review:** LFA Group relied on a number of documents to understand the details of the initiative and to capitalize on existing knowledge. The most critical of these documents included the HOPE SF Service Connection Plan, the recommendations produced by the Campaign for HOPE SF's three task forces, applications prepared by the city for federal funding for revitalization grants, and a report produced by the San Francisco Human Services Agency (*Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond).* These and several other documents are referenced throughout this report.

For an in-depth description of the methods used in this evaluation, please see Appendix A.

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[10] While investigating the systems level is a critical aspect of the evaluation, this baseline report does not focus on systems. Certain aspects of selected systems is discussed (e.g. the workforce system and the education system), but a deeper exploration of specific systems topics, and recommendations about how to encourage positive systems change, will be addressed in evaluation memos released in interim periods, between annual reporting periods. Drawing on these memos and ongoing research, the evaluation team will address in future annual reports the system's evolution over time.

[11] The evaluation team also completed a survey at Alice Griffith in May 2012. Results from that survey will be made available in the summer of 2012.

II. Where Residents Live

HOPE SF developments house many of San Francisco's most vulnerable and disadvantaged families. They are living in run-down public housing sites that have become concentrated pockets of poverty and crime in an otherwise thriving city. HOPE SF intends to shift this reality and improve housing and safety conditions by supporting efforts that transform these neighborhoods into vibrant and thriving communities.

The four HOPE SF sites are located in the eastern side of San Francisco: Hunters View and Alice Griffith are located in the Bayview Hunters Point Neighborhood, Potrero (Terrance and Annex) is in the Potrero Hill neighborhood, and Sunnydale is located in Visitacion Valley. A map of the sites and surrounding neighborhoods is provided in Exhibit 2 below.

Exhibit 2. HOPE SF Site Locations
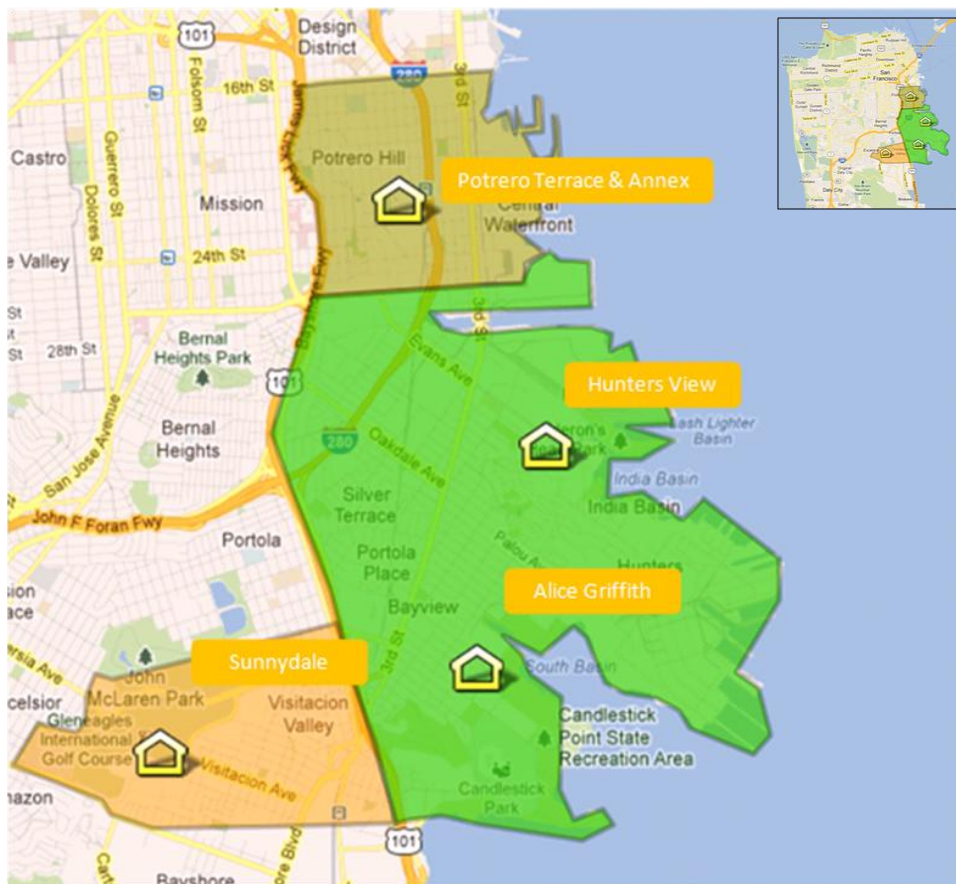
The subsequent chapters provide a summary of the atmosphere, surroundings, and conditions where residents live, and cover the following topics:

- Current housing circumstances and proposed changes by HOPE SF;
- Existing safety circumstances at the sites and safety concerns among Hunters View residents; and
- Available infrastructures in the neighborhood such as open spaces, recreation and community centers, cultural spaces, financial services and other neighborhood amenities.

i. Housing

HOPE SF aims to rebuild 1,918 severely distressed public housing units in four sites to provide safe and healthy housing as a platform for transformation in residents' lives. Unfit, unsafe, and unlivable conditions found at severely distressed public housing sites negatively impact residents in many ways. Studies of distressed public housing have documented such problems as broken elevators that force arthritic or asthmatic residents to climb flights of stairs; infestations of cockroaches, mice, and rats; broken plumbing and other broken major building systems.[12] Poor housing conditions are the main impetus for HOPE SF redevelopment efforts.

Key Housing Indicators at Baseline

The table below provides a high-level view of the HOPE SF housing redevelopment at baseline. The table contains a summary of key indicators for HOPE SF to track over time. These data also appear later in the chapter and are provided as a snapshot here for reference. Less than half of Hunters View residents feel that they have a say in the new housing development plans, and about half of the residents at Hunters View feel that they are satisfied with the future housing development plans.

A key principle of HOPE SF is to engage residents in the redevelopment process. Thus, one important outcome is to see an increase over time in the percent of residents who feel they have a say in the new housing development plans as well as an increase in the percent of residents who feel satisfied with what is planned for the future housing development. Currently, resident perspectives are only available for Hunters View as this is the only site where construction has started, and where residents completed a household survey in time for this report. In coming years, HOPE SF will be able to compare pre and post survey results within and across sites. (To learn more about the resident household survey, see the methods section below and Appendix A).

Key Indicators	Hunters View	Alice Griffith*	Potrero**	Sunnydale**
1) 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.	44%	N/A	N/A	N/A
2) 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	52%	N/A	N/A	N/A

*Information is available from a household survey implemented in April through May 2012 but the results will be addressed in next year's evaluation report.
**Resident household survey data are not available.

The evaluation aims to track housing changes and resident engagement over time as revitalization progresses. This chapter documents the housing conditions at HOPE SF sites – Hunters View, Alice Griffith, Sunnydale, and Potrero – prior to redevelopment, establishing a baseline against which over-time gains can be tracked. This chapter discusses:

▪ Pre-redevelopment housing conditions at all four HOPE SF sites

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[12] Susan Popkin, et al., "HOPE VI Panel Study: Baseline Report," Urban Institute (September 2002).

- Changes in Housing Conditions Resulting from Redevelopment at Hunters View (the only site where construction is underway)

Methods

Methods and data sources relevant to understanding the housing picture for HOPE SF residents are briefly profiled below. For a more comprehensive description of the methods, please see Appendix A.

Household Survey

- **Hunters View Baseline Household Survey:** Hunters View residents shared their thoughts about the rebuilding and revitalization through a household survey that LFA Group administered in the fall of 2011. At the time of baseline data collection, 128 households were available and 102 households completed the survey for an 80% response rate.

Administrative Datasets

- **Healthy Development Measurement Tool (HDMT**): The SF Department of Public Health's (SFDPH) HDMT is a comprehensive set of metrics that assess a wide range of factors within the social and physical environment that affect health. LFA Group accessed data directly through the tool as well as through baseline assessment reports.

Document Review

- **Applications for Federal Funding:** The U.S. Department of Housing and Urban Development Neighborhood gives revitalization grants to improve or redevelop distressed public housing into mixed-income neighborhoods. The city of San Francisco applied for federal grants for each of the four HOPE SF sites. As part of those applications, the city has documented current conditions at each site.

Current Housing Conditions

Hunters View

Hunters View is located in the Bayview Hunters Point neighborhood in the southeastern part of San Francisco. Hunters Views is a 267-unit public housing project constructed in 1956.[13] Among Hunters View households, one in four lived in overcrowded conditions in 2000.[14] By the time redevelopment construction began in 2010, the original 267 units housed only 148 families.[15] This attrition was intentional to enable on site, phased relocation.

Hunters View is uninhabitable due to the substandard conditions of buildings and the site's lacking infrastructure. SFHA has reported that approximately 50% of units have damaged wall surfaces (in many cases gaping holes), casework[16], toilet accessories[17], and doors.[18] Hunters View residents also have reported issues with toilets, water leaks, peeling paint or broken plaster, cockroaches, and mold (see Exhibit 3: Housing Conditions Reported by Hunters View Residents Before Redevelopment).

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[13] Hunters View Revitalization, *The Project*, http://www.huntersview.info/the_project.html (May 20, 2012).

[14] "San Francisco Healthy Homes Project Community Health Status Assessment. Healthy Development Measurement Tool," San Francisco Department of Public Health (April 2012).

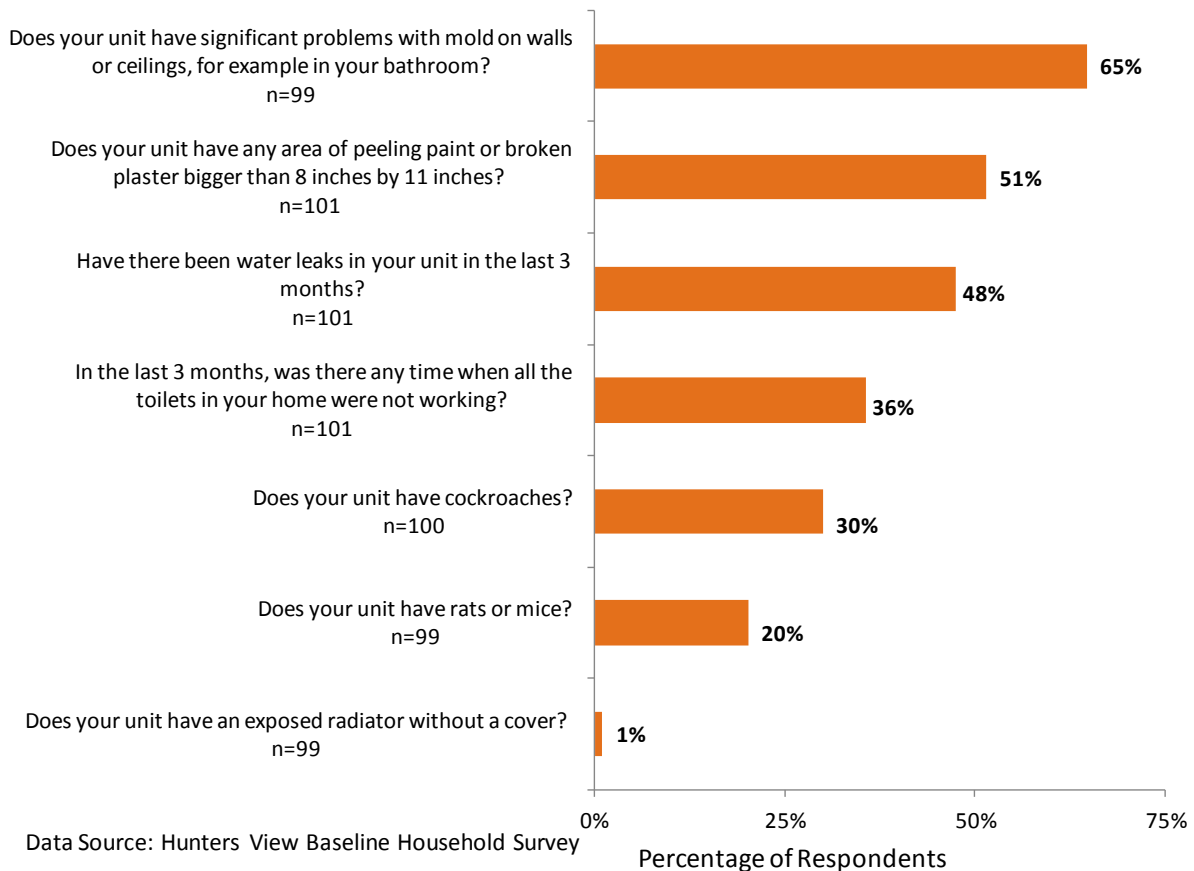[15] HOPE SF, *Hunters View*, http://hope-sf.org/hunters.php (May 20, 2012).

[16] Casework refers to the cabinets or built-ins used for storage.

[17] This includes accessories such as grab bars, mirrors, towel bars, toilet tissue holders, etc.

[18] Choice Neighborhoods Initiative Application, Eastern Bayview & Alice Griffith, San Francisco Housing Authority, (2012).

Exhibit 3. Housing Conditions Reported by Hunters View Residents Before Redevelopment

Question	Percentage
Does your unit have significant problems with mold on walls or ceilings, for example in your bathroom? n=99	65%
Does your unit have any area of peeling paint or broken plaster bigger than 8 inches by 11 inches? n=101	51%
Have there been water leaks in your unit in the last 3 months? n=101	48%
In the last 3 months, was there any time when all the toilets in your home were not working? n=101	36%
Does your unit have cockroaches? n=100	30%
Does your unit have rats or mice? n=99	20%
Does your unit have an exposed radiator without a cover? n=99	1%

Percentage of Respondents

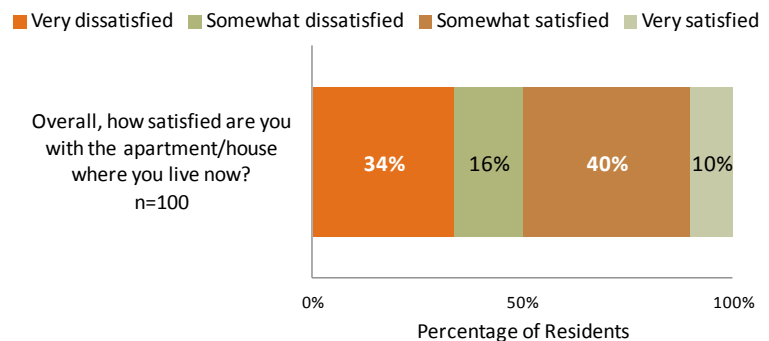Data Source: Hunters View Baseline Household Survey

Many building features are not up to current building code standards. For example, some buildings are missing smoke detectors or do not have a sprinkler system; and, only one unit is accessible to persons with disabilities. (At Hunters View 19% of adults are disabled. For more information, see the Employment section in this report.) The building systems and on-site infrastructure at Hunters View is also severely antiquated and deteriorated. The electrical system, for example, cannot provide exterior lighting at the buildings or manage the loads associated with modern appliances. As a result, residents often encounter problems with circuit overloads and the poor exterior lighting amplifies unsafe conditions outside buildings at night. Buildings at Hunters View also suffer from serious structural failures, including a failed foundation at one building and unsound stairways at two buildings.[19] The combined storm drain and sewer system is the most severe infrastructural problem at Hunters View. Rain storms regularly result in flooding, leaving standing water mixed with raw sewage, thus exposing residents not only to unpleasant smells and submerged paths, but also to the risk of contagious disease from sewage backups into housing units.

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[19] Choice Neighborhoods Initiative HOPE VI Revitalization Application.

Not surprisingly, 34% of residents expressed that they were very dissatisfied with their current housing conditions (see Exhibit 4: Hunters View Residents' Satisfaction with their Current Housing). An unexpected proportion (50% of residents), however, reported that they were somewhat satisfied or very satisfied with their current housing. Since it was outside the scope of the survey, residents did not elaborate on why they were satisfied or dissatisfied with their current housing specifically. Thus,

Exhibit 4. Hunters View Residents' Satisfaction with their Current Housing

■ Very dissatisfied ■ Somewhat dissatisfied ■ Somewhat satisfied ■ Very satisfied

Overall, how satisfied are you with the apartment/house where you live now?
n=100

| 34% | 16% | 40% | 10% |

0%   50%   100%
Percentage of Residents

Data Source: Hunters View Baseline Household Survey

it is possible that factors beyond the physical conditions at the housing site might be influencing residents' satisfaction with their current housing. Residents might be satisfied with their housing because they have no other housing options; in San Francisco, rental and home values make most neighborhoods unaffordable for low-income households. Nonetheless, the evaluation team was able to explore whether factors that might influence a resident's commitment to their housing – such as the length of time they have lived at the public housing site or if there are children in the household – were associated with housing satisfaction; however, none of these were in fact related to housing satisfaction.

Despite the severe state of dilapidation of the buildings and infrastructure at Hunters View, the rate of health and building code violations reported at the development in 2008 was only 8 per 1,000 residents, which is less than the rate of code violations in the County as a whole (9.2 per 1,000 residents).[20] This difference may indicate that Hunters View residents are less likely to report health and building code violations compared to other county residents. San Francisco health inspectors have reported that "many tenants are reluctant to complain to landlords for fear of being evicted, blamed, or fined – and then being unable to find other affordable housing in San Francisco."[21]

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[20] "San Francisco Healthy Homes Project Community Health Status Assessment."
[21] "San Francisco Healthy Homes Project Community Health Status Assessment."

Alice Griffith

Like Hunters View, Alice Griffith is located in the Bayview Hunters Point neighborhood in the southeastern part of San Francisco. The existing Alice Griffith community consists of 256 units of multi-family public housing – 6% of which are long-term vacant.[22] Among Alice Griffith households, more than one in five (23%) lived in overcrowded conditions in 2000, compared to one in ten families in San Francisco.[23]

At Alice Griffith, many residents have voiced their concerns about the state of the units, including leaks and mold.[24] The extent of water leakage, for example, caused a bathtub to fall through the rotted floor of one unit. Appliances, thermostats, showerheads, lighting and insulation are non-existent or outdated throughout the buildings.[25] The site is also contaminated with lead-based paint and asbestos, all grass areas are eroded, and exterior areas are strewn with trash.[26]

Furthermore, Alice Griffith has numerous structural and building system deficiencies, including conditions below current building code standards. The existing electrical system does not have the capacity to run modern appliances. The heating system is inefficient and deteriorated. Wiring is substandard and has constant overloads. None of the units are accessible to persons with disabilities. (At Alice Griffith 11% of adults are disabled. For more information, see the Employment section in this report.) Undersized rooms create cramped quarters even when families are housed appropriately.[27]

Despite the severe state of the buildings and infrastructure at Alice Griffith, the rate of health and building code violations reported at the development in 2008 was 7 per 1,000 residents[28], less than the rate of code violations at the County level (9.2 per 1,000 residents).[29] Similar to Hunters View, this difference may indicate that Alice Griffith residents are less likely to report health and building code violations compared to other county residents.

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[22] Choice Neighborhoods Initiative Application.

[23] "San Francisco Healthy Homes Project Community Health Status Assessment."

[24] Urban Strategies San Francisco, Bi-weekly Report, Hunters View and Alice Griffith, (March 28, 2011).

[25] Choice Neighborhoods Initiative Application, Eastern Bayview & Alice Griffith.

[26] Choice Neighborhoods Initiative Application, Eastern Bayview & Alice Griffith.

[27] Choice Neighborhoods Initiative Application, Eastern Bayview & Alice Griffith.

[28] "San Francisco Healthy Homes Project Community Health Status Assessment."

[29] Choice Neighborhoods Initiative Application, Eastern Bayview & Alice Griffith.

Potrero Terrace and Annex

Built in 1941 and located in San Francisco's Potrero Hill neighborhood, Potrero Terrace and Annex ("Potrero") are two of the oldest public housing developments in San Francisco. The 628 units at Potrero are home to approximately 1,200 people. Six percent of Potrero households lived in overcrowded conditions in 2000, less than in San Francisco overall though higher than in Potrero Hill specifically.[30]

The housing at Potrero Terrace and Annex is in substandard physical condition. Peeling paint and plaster, water leaks, broken stairs and concrete areas, exposed wiring and plumbing, graffiti, trash and boarded-up windows are prevalent throughout the site. While a handful of units have been modified to accommodate seniors and persons with disabilities, there are no units that meet all of the code requirements. (At Potrero 14% of adults are disabled. For more information, see the Employment section in this report.)

Despite the severe state of the buildings and infrastructure at Potrero, the rate of health and building code violations reported at Potrero in 2008 was 7 per 1,000 residents, less than the City and County of San Francisco but much greater than Potrero Hill residents overall (2.9 per 1,000).[31]

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[30] "Baseline Conditions Assessment of HOPE SF Redevelopment: Potrero Terrace and Annex," Healthy Development Measurement Tool, San Francisco Department of Public Health (December 2009).
[31] "Baseline Conditions Assessment of HOPE SF Redevelopment: Potrero Terrace and Annex."

Sunnydale-Velasco
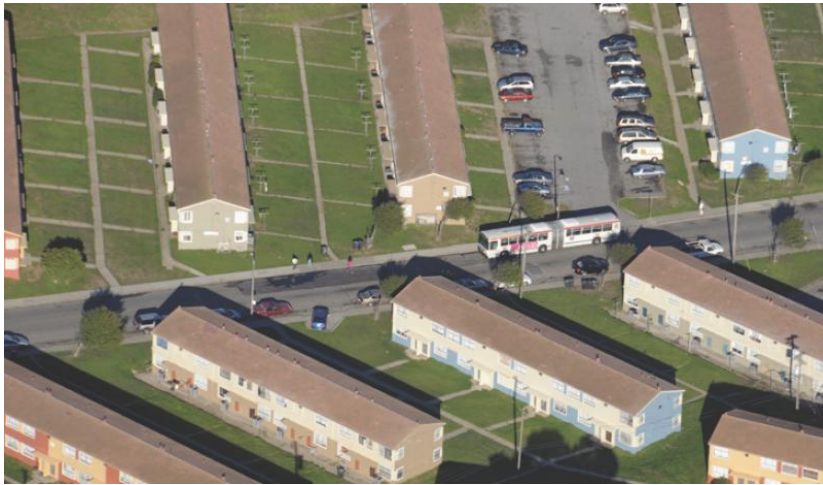
Sunnydale-Velasco ("Sunnydale"), San Francisco's largest public housing site, is located in the Visitacion Valley neighborhood. The 767-unit site is home to more than 1,700 people. One in four of the households (26%) lived in overcrowded conditions in 2000, far higher than the one in ten families in San Francisco.[32]

The physical condition of buildings and the site infrastructure at Sunnydale are in severe disrepair. The wall surfaces in many units are water-damaged, have patches, scratches, and have not been painted for more than eight years. All units have lighting fixtures that are inoperable and need to be replaced. Many units have refrigerators, ranges and hoods that are old and do not function properly. Lead-based paint and asbestos are also present on site. Less than 5% of the units are accessible to persons with disabilities. (At Potrero 14% of adults are disabled. For more information, see the Employment section in this report.) Due to tree root intrusion, 75% of the sanitary lines need to be upgraded to meet current needs and prevent recurring sewer backups, which cause sewage to overflow onto sidewalks. The electrical system is defective throughout the development and needs to be replaced. The fire service is not up to code or site needs. The paving of the driveway and parking lot is broken in the majority of the lots. The asphalt pavement base has failed and yielded major settlement, loosening of the surface material, and potholing. The neglected landscape has caused erosion of many of the non-paved areas.[33]

The rate of health and building code violations reported in 2008 was 10.5 per 1,000 people, which is far higher than the rate found in surrounding Visitacion Valley (7.8 per 1,000 people) but is comparable to the rate for the City overall (9.2 per 1,000 people).

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[32] "Baseline Conditions Assessment of HOPE SF Redevelopment: Sunnydale," Healthy Development Measurement Tool, San Francisco Department of Public Health (December, 2009).

[33] Choice Neighborhoods Initiative HOPE VI Revitalization Application.

Changes in Housing Conditions Resulting from Redevelopment

Since Hunters View is the only site where construction has started, it is, of course, too soon to tell whether or not housing conditions are improving with redevelopment across all sites. Predevelopment or planning activities, however, are underway at Alice Griffith, Potrero, and Sunnydale (see Exhibit 5). In addition to rebuilding the 1,918 existing units, redevelopment is expected to add approximately 2,740 new housing units. To ensure no loss of public housing, HOPE SF will replace existing public housing with new public housing on a one-for-one basis. The completed sites will also include affordable and market rate housing.

Exhibit 5. Redevelopment Progress and Proposed New Housing

Site	Current Phase	Current Density (units / acre)	Current Units	Planned Units	Net New Housing
Hunters View	Construction	14	267	750	483
Alice Griffith	Predevelopment	14	256	900	643
Potrero Terrace*	Planning/Entitlement	17	159	370	211
Potrero Annex*	Planning/Entitlement	27	469	686	217
Sunnydale	Planning/Entitlement	16	767	1,953	1,186
Total			**1,918**	**4,659**	**2,740**

*Considered one Potrero Site
Data Source: San Francisco Mayor's Office of Housing

At Hunters View, the proposed housing plans represent a significant improvement on the current housing conditions. When completed, the new housing at Hunters View is expected to consist of approximately 45% market rate housing, 20% affordable rental housing, and 35% public housing. The new housing will employ green and healthy development principles that include: storm water management, solar technology, green construction and healthy buildings.

> They aren't taking into consideration our opposition to building it and the layout of the buildings. Whoever designed it didn't listen. We didn't want to be stacked up on top of each other.
>
> I was disappointed that we won't have our own washer and dryer connections. We were promised those connections and now all of a sudden they aren't doing it. And our old places have it.
>
> *Hunters View Residents*

Despite the Hunters View community's optimism for the new housing, the process through which residents have been engaged in making decisions about the development has not been entirely effective, according to residents themselves. Hunters View residents have been engaged in the design of the buildings and units, and their recommendations have been collected to inform the new development.[34]
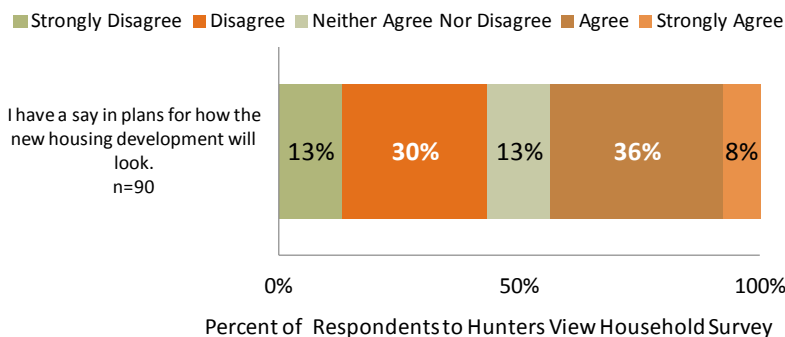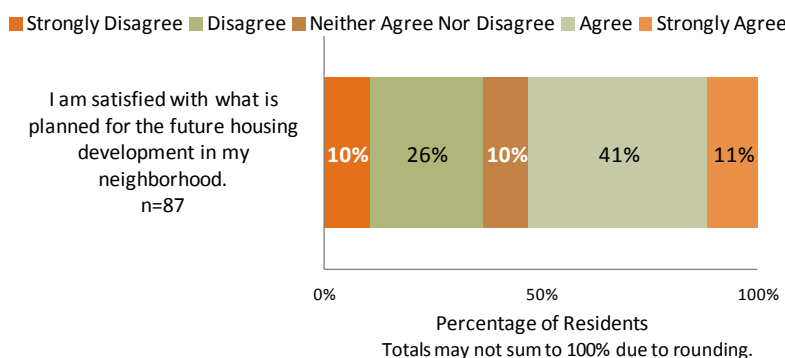
However, as construction was underway in 2011, only 1 in 2 residents felt they had a say in the new housing development plans or agreed with what is planned. Only 44% of residents agreed or strongly agreed that they have a say in plans for how the new housing development will look (see Exhibit 6: Hunters View Residents' Say In the Future Housing Development). Only 52% of residents agreed or strongly agreed that they were satisfied with the plans for the future housing development (see Exhibit 7: Hunters View Residents' Satisfaction with the Future Housing Development). Residents specifically mentioned that their recommendations regarding the building layout, and about washer and dryer connections, were disregarded.

Exhibit 6. Hunters View Residents' Say In the Future Housing Development Plans

Strongly Disagree | Disagree | Neither Agree Nor Disagree | Agree | Strongly Agree

I have a say in plans for how the new housing development will look.
n=90

13% | 30% | 13% | 36% | 8%

0%   50%   100%

Percent of Respondents to Hunters View Household Survey

Data Source: Hunters View Household Survey, 2011

Exhibit 7. Hunters View Residents' Satisfaction with the Future Housing Development

Strongly Disagree | Disagree | Neither Agree Nor Disagree | Agree | Strongly Agree

I am satisfied with what is planned for the future housing development in my neighborhood.
n=87

10% | 26% | 10% | 41% | 11%

0%   50%   100%

Percentage of Residents
Totals may not sum to 100% due to rounding.
Data Source: Hunters View Baseline Household Survey

Recommendation

▪ **HOPE SF could explore ways to improve the decision-making process so residents feel that their recommendations are being considered and that promises made to them are being kept.** HOPE SF has made efforts to engage residents in the redevelopment process and collect resident feedback through, for example, monthly revitalization meetings. However, residents that have engaged in the process feel that their recommendations are not being considered. To improve this situation, HOPE SF could better communicate to residents why certain decisions are being made, especially when such decisions are contrary to resident

[34] Hunters View Revitalization, *Design Update*, http://www.huntersview.info/pdfs/HV%20Resident%20Meeting%20Minutes%204-21-11.pdf (May 12, 2012).

recommendations. The process may need to be clearer about when residents have control over the decision versus when they are simply being asked for input. There are different kinds of participation and establishing appropriate expectations can help residents feel positively about the process. This will increase the likelihood that residents continue to engage in the process and, ultimately, ensure that residents feel invested in the housing that results.

Question for Reflection

- **What can HOPE SF do to better educate residents about their housing rights and responsibilities so that they are not afraid or discouraged to participate in the redevelopment process?** The low rates of health and building code violations reported by residents, despite the many code violations documented by SFHA, suggest that residents at HOPE SF sites are less likely to advocate for better housing conditions compared to other residents in the city. Although evidence suggests that this may be due to fear, this may also suggest that residents are discouraged. Therefore, as the redevelopment progresses, it will be crucial for HOPE SF to consider how to best inform residents about their rights and responsibilities so that residents are not discouraged or afraid to voice their opinions and concerns regarding the redevelopment plans.

ii. Safety

Safety is a critical condition for HOPE SF to achieve its goals, and is of utmost concern to many residents living in HOPE SF public housing sites. Residents from Hunters View are extremely disturbed by the frequency of violent crimes and fear that a generation of young people is being lost before their time. Drive-by shootings at the bus stop, bullets entering residents' homes, and sexual assaults in hidden corridors are just a few examples of the violence that residents face.

> [I hope the revitalization] stops all the killings, and drug activities. [I want to] be able to see my children have children.
>
> I hope this stops all the killing. I've lost so many people due to guns.
>
> *Hunters View Residents*

One of HOPE SF's eight guiding principles is to build a strong sense of community at each of the four redevelopment sites. A key component of any healthy community is the security of its public safety and the safety of its residents. Repeated exposure to violence can lead to negative health outcomes such as post-traumatic stress disorder, depressive behaviors, substance abuse/dependence, and risky sexual behavior (including assault). Safety not only affects health outcomes, but also employment outcomes and other engagement opportunities for individuals and communities. HOPE SF recognizes that improving safety conditions is fundamental to success.

Key Safety Indicators at Baseline

The table below provides a high-level overview of safety conditions at each HOPE SF site, showing five key indicators to track over time. These data also appear later in the chapter and are provided here as a snapshot for reference. At baseline, one in five (20%) Hunters View residents feel safe being alone outside their home at night, and two-thirds (68%) identify shootings and violence as a significant problem in their neighborhood. Each of the HOPE SF sites also experiences relatively high rates of crime including assaults, homicides and property offenses.

HOPE SF intends to bring about changes in these indicators: for residents' sense of safety, the intended outcome is an increase; for neighborhood violence and crime rates, the intended outcome is a decrease. The evaluation will track changes over time as HOPE SF revitalization progresses.

Key Indicators	Hunters View	Alice Griffith	Potrero	Sunnydale
1) Percent of Residents who Feel Very Safe Alone in the Parking Lots, Front Yards, Street, and Sidewalk Right Outside their Home at Night	20%	N/A*	N/A**	N/A**
2) Percent of Residents Reporting Shootings and Violence are a Big Problem in their Neighborhood	68%	N/A*	N/A**	N/A**
3) Rate of Physical Assaults	70	107	71	47
4) Rate of Homicides	3.0	2.0	0.6	0.6
5) Rate of Property Crimes	186	289	305	100

*Information is available from a household survey implemented in April through May 2012 and the results will be addressed in next year's evaluation report.
**Resident household survey data are not available.

This chapter identifies safety conditions and concerns for HOPE SF residents during the 2010-2011 year, establishing a baseline against which over-time trends can be tracked. The following topics are discussed:

- Existing safety conditions experienced by residents at each of the HOPE SF sites;
- Safety programs available at the sites; and
- Hunters View resident perceptions of safety and crime in their neighborhood.

Methods

Methods and data sources relevant to understanding the safety picture for HOPE SF residents are briefly profiled below. For a more comprehensive description of the methods, please see Appendix A.

Key Informant Interviews

- **Key Informant Interviews:** LFA Group conducted interviews with several individuals in leadership positions within HOPE SF to gather their perspectives and insights into the progress of the initiative.

Household Survey

- **Hunters View Baseline Household Survey:** Hunters View residents shared their thoughts about the rebuilding and revitalization through a household survey that LFA Group administered in the fall of 2011. At the time of baseline data collection, 128 households were available and 102 households completed the survey for an 80% response rate.

Administrative Datasets

- **Healthy Development Measurement Tool (HDMT**): The SF Department of Public Health's (SFDPH) HDMT is a comprehensive set of metrics that assess a wide range of factors within the social and physical environment that affect health. LFA Group accessed data directly through the tool as well as through baseline assessment reports.

Document Review

- **Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond:** Emily Gerth, Senior Administrative Analyst at the San Francisco Human Services Agency (HSA), de-identified and merged the datasets that form the basis for some sections of this chapter. She produced a report using these data, and shared the report with LFA Group.
- **Applications for Federal Funding:** The U.S. Department of Housing and Urban Development Neighborhood gives revitalization grants to improve or redevelop distressed public housing into mixed-income neighborhoods. The city of San Francisco applied for federal grants for each of the four HOPE SF sites. As part of those applications, the city has documented current conditions at each site.
- **HOPE SF Task Force Recommendations:** The Campaign for HOPE SF convened three task forces to provide recommendations on how the Campaign should invest its funds in three areas of focus: education, health, and employment. Each task force consisted of individuals with topic-area expertise from both the private and public sectors.

Current Conditions/Context

The prevalence of violence in communities generally cannot be attributed to any single cause; rather, violence is influenced by the presence or absence of several risk and resiliency factors. As defined in the report *HOPE VI to HOPE SF San Francisco Public Housing Redevelopment: A Health Impact Assessment,* "Risk factors are traits or characteristics that increase the likelihood of an individual or community to be affected by or perpetrate violence. Resiliency factors are protective traits or characteristics that shield an individual or community from violence."[35] Exhibit 8 below provides an overview of risk and resiliency factors related to violence.

Exhibit 8. Community Risk and Resilience Factors

Risk Factors	Resilience Factors
• Poverty and economic disparity • Illiteracy and school failure • Alcohol and other drugs • Firearms • Negative family dynamics • Mental illness • Incarceration/re-entry • Community deterioration • Discrimination & oppression • Media violence • Experiencing and witnessing violence • Gender socialization	• Economic capital • Meaningful opportunities for participation • Positive attachments and relationships • Good physical and mental health • Social capital • Built environment • Services and institutions • Emotional and cognitive competence • Artistic and created opportunities • Ethnic, racial, and intergroup relations • Media/marketing

Data Source: "The Alameda County Violence Prevention Blueprint," Prevention Institute (2009).

Hunters View, Alice Griffith, Potrero and Sunnydale are particularly vulnerable to crime and violence in the community due to the high quantity of risk factors affecting the community, as well as a concentration of poverty, poorly constructed housing facing years of neglect, and the continuance of generations of residents exposed to and witnessing violence.

> I feel like we are living in a dump. […] We're scared to stand at the bus stop because of drive-bys.
>
> *Hunters View Resident*

According to the San Francisco Department of Public Health, in 2007, nearly half (49%) of District 10 (Bayview, Visitacion Valley, and Potrero Hill) residents felt very unsafe or unsafe in their neighborhood at night. Citywide, the rate is half that: 25% of residents feel very unsafe or unsafe at night.[36] The design of existing buildings at these public housing sites compromise security and limit residents' ability to have eyes on the street. Furthermore, the majority of spaces are ill-defined and do not clearly differentiate space that is public or private, and there are many concealed places for illicit activities.

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[35] "HOPE VI to HOPE SF San Francisco Public Housing Redevelopment: A Health Impact Assessment," University of California Berkeley Health Impact Group (November 2009).

[36] "Baseline Conditions Assessment of HOPE SF Redevelopment: Potrero Terrace and Annex," Healthy Development Measurement Tool, San Francisco Department of Public Health (December 2009).

While perceived safety can be influenced by a number of factors, information about the rates of violent crime and property crime can shed light on the current environment at HOPE SF sites. Overall, the rates of violent crimes (i.e., physical and sexual assaults, and homicides) and property crimes at HOPE SF sites greatly exceed San Francisco's citywide rates.

Crime Rates

The homicide rates for census tracks that include Hunters View and Alice Griffith far surpass the rates of the city as a whole, as well as the reported rates at Potrero and Sunnydale sites. Alice Griffith has the greatest number of physical assaults, while Potrero experiences the most property crimes. Sunnydale most closely mirrors the citywide rates, but SFDPH researchers report that acts of violence in these neighborhoods might be underreported due to distrust of the police. In a recent *New York Times* article about ShotSpotter, a gunshot detection system, Commander Mikail Ali of the San Francisco Police Department noted that high-crime neighborhoods, such as the Bayview Hunters Point, experience gunshots regularly, "as common as birds chirping." While one square mile of the Bayview Hunters Point neighborhood is covered with ShotSpotter sensors to detect gunfire, only 10% of the gunfire incidents detected by the system were reported to the police through 911 calls.[37] If people are calling police in only a fraction of the time, one can reasonably assume that crime rates are higher than indicated by available data.

Exhibit 9. Crime Rates for HOPE SF Sites

Acts of Violence	Hunters View[38]	Alice Griffith[39]	Potrero (Terrace & Annex)	Sunnydale	San Francisco
Physical assaults per 1,000 population (2005-2007)	70	107	71*	47*	44
Sexual assaults per 1,000 population (2005-2007)	2	3	3*	2.5*	1.7
Homicides per 1,000 population (2005-2007)	3.0	2.0	0.6*	0.6*	0.3
Property crimes per 1,000 population (2005-2007)	186	289	305*	100*	177

* = within 1/2-mile of the site

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012).

Violence is one of the leading causes of "preventable years of lost life" (YLL) for men in the Bayview Hunters Point,[40] and the leading cause of premature life lost in zip code 94134 (the zip code containing Sunnydale). As shown in Exhibits 10-13, the rate of violent crime and property crime is higher in the eastern neighborhoods of San Francisco as compared to the northern and western neighborhoods.

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[37] "Shots Fired, Pinpointed and Argued Over," New York Times, May 28, 2012 (http://www.nytimes.com/2012/05/29/us/shots-heard-pinpointed-and-argued-over.html?_r=3&pagewanted=all).

[38] Census tract that contains Hunters View, Hunters Point-A, and Westbrook Apartments. Creating a ½ mile buffer from Hunters View would require the inclusion of additional census tracks; therefore data as they are currently reported are a good approximation of the crime environment around Hunters View.

[39] Census tract that contains Alice Griffith.

[40] "Recommendations to the Campaign for HOPE SF Steering Committee," Campaign for HOPE SF Health Task Force (December 2011).

Exhibit 10. [41]

Rate of Physical Assaults: Recorded Crimes from 2005-2007 (Offenses/1,000 Population)

Exhibit 11. [42]

Rate of Rapes/Sexual Assaults: Recorded Crimes from 2005-2007 (Offenses/1,000 Population)

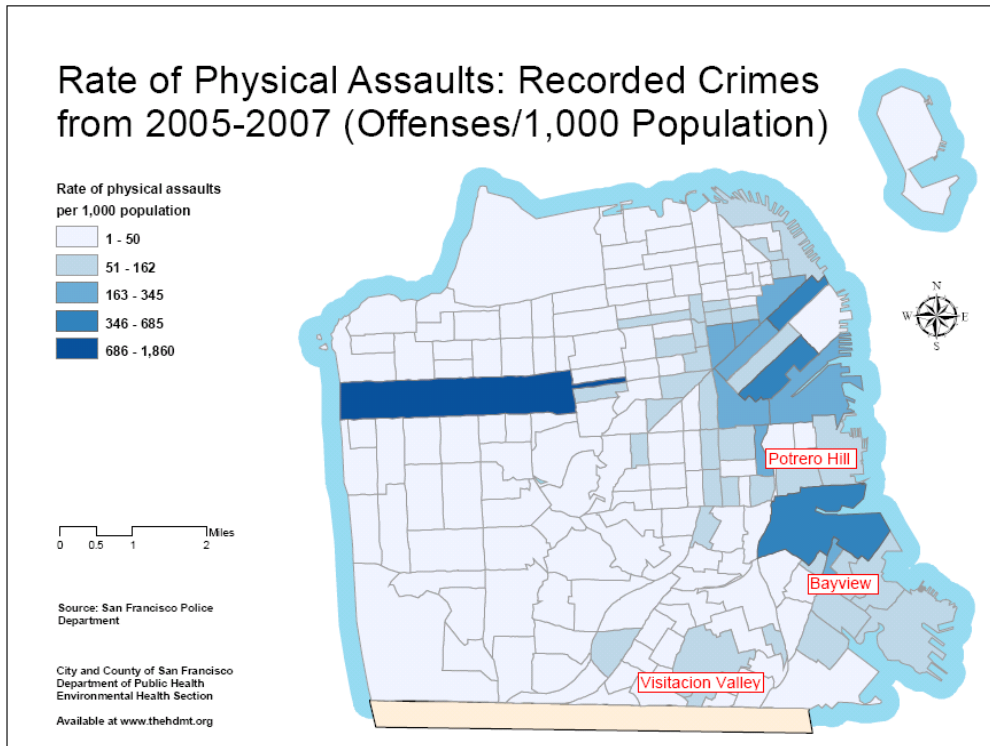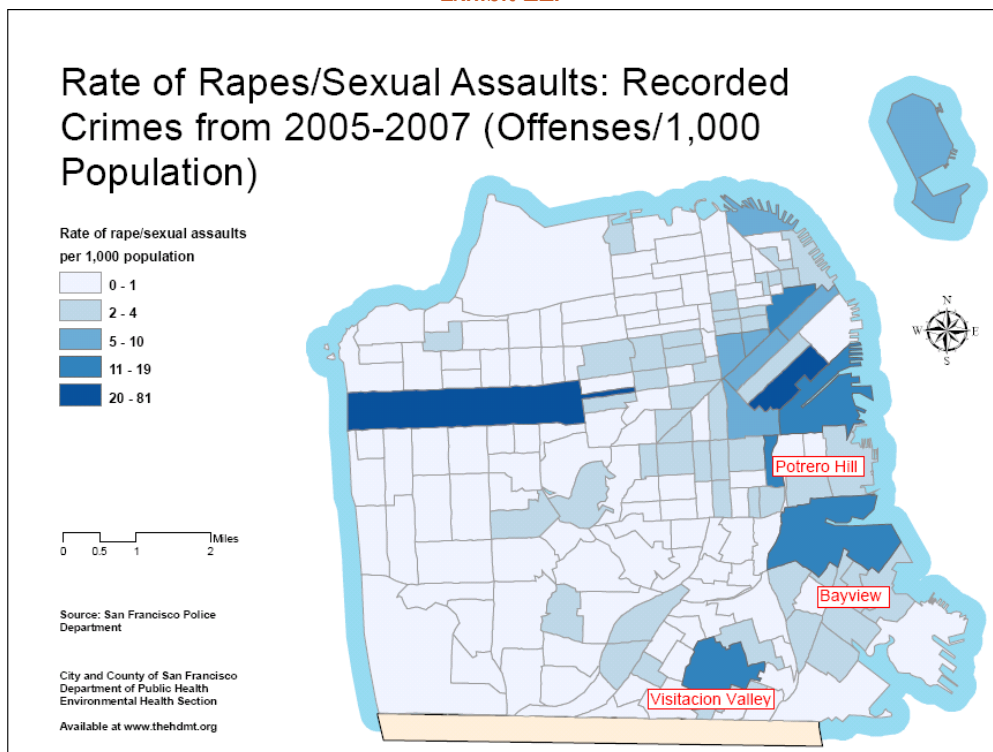[41] Geographic unit of analysis: Census tract
[42] Geographic unit of analysis: Census tract

Exhibit 12. [43]

Rate of Homicides: Recorded Crimes from 2005-2007 (Offenses/1,000 Population)

Exhibit 13. [44]

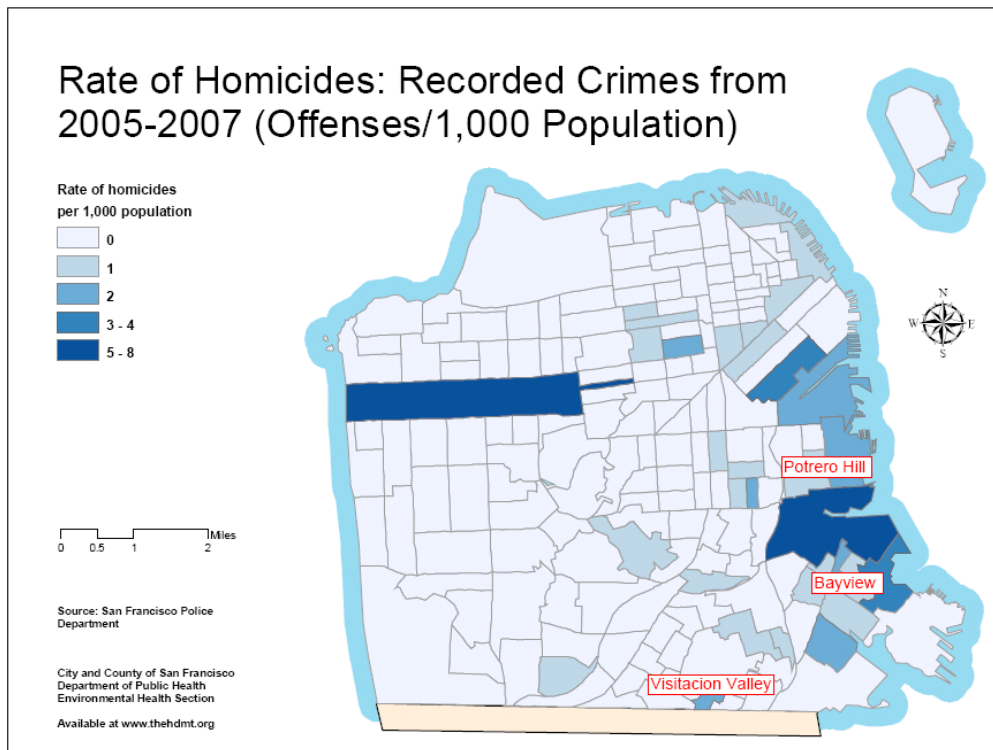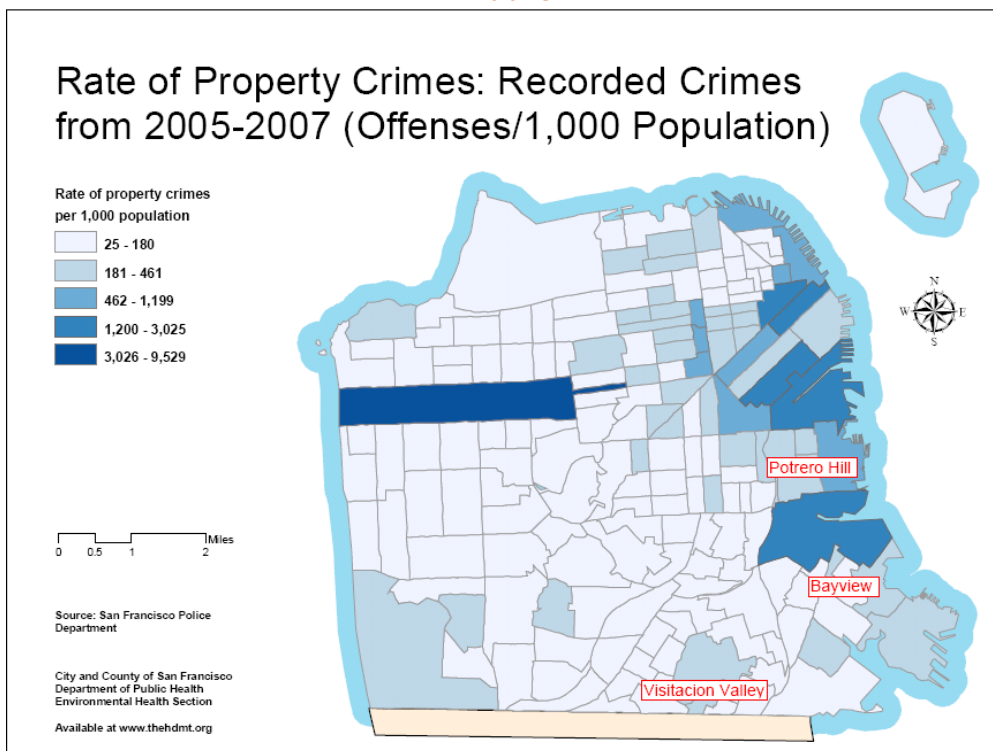Rate of Property Crimes: Recorded Crimes from 2005-2007 (Offenses/1,000 Population)

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[43] Geographic unit of analysis: Census tract
[44] Geographic unit of analysis: Census tract

Probation Statistics

San Francisco's Human Service Agency recently published a report identifying the numbers of public housing residents on probation with the county of San Francisco. These data include adults with misdemeanors and felonies; however, only a limited number of matches were made between the available probation data and housing residents. An explanation for the relatively low match is gender: 72% of those on lease in public housing are women, whereas eight in ten (83%) of those on probation are men.

Exhibit 14. Adults on Probation with San Francisco County Living in Public Housing

Adults Living in SF Public Housing	Hunters View	Alice Griffith	Potrero (Terrace)	Sunnydale	All SF Public Housing Developments
Number of Adults on Probation[45]	5	10	8	13	82
Number of Adults (18 and over)	211	361	517	944	6,586
Percent on Probation	2%	3%	2%	1%	1%

Data Source: Emily Gerth, "Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond," prepared for Human Services Agency and Mayor's Office of Housing, City and County of San Francisco (May 4, 2012).

According to the San Francisco Probation Department, as of Fiscal Year 2010-11, there were 6,329 adults on probation.[46] With a population of over 800,000, the percent of San Franciscans on probation is less than 1% and lower than the percent of public housing residents identified as being on probation. In addition, 61% of those adults on probation live in households with children 17 and under. The evaluation team does not have access to the number of youth who are on probation through the juvenile justice system.

Persistent violence can negatively impact residents' attitudes toward their community, and as a result, inhibit community building and service delivery efforts at HOPE SF sites. While violence creates roadblocks to progress, HOPE SF intends to strengthen communities by prioritizing efforts that will contribute to a reduction in crime rates.

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[45] Defined as listed on a lease in November 2011 and on probation in January 2012

[46] San Francisco Adult Probation Department, *Fiscal Year 2010-2011 Annual Report* http://www.sfgov3.org/modules/showdocument.aspx?documentid=1263 (2011).

Safety-Related Programs and Services Available at HOPE SF Sites

San Francisco SAFE, Inc. (Safety Awareness for Everyone) is working in partnership with the San Francisco Police Department (SFPD) at the Alice Griffith and Potrero sites to guide residents through strategies that can improve the quality of life in their neighborhoods. SAFE supports the sites by providing education and training about public safety issues, while also assisting these communities in identifying existing issues of violence and crime. At Potrero, SAFE has delivered a specific public housing safety curriculum and is working with residents to organize a neighborhood watch. The objective of this partnership is to empower residents to actively engage in the safety of the neighborhood, increase community policing among residents, and inform residents about practical safety skills that they can implement. Information about the extent of the partnership at Alice Griffith was not available at the time of this writing. Future interviews with staff and stakeholders will shed light on how the program is being implemented at that site.

The Hunters Point Family Peacekeepers program is a crisis prevention, intervention, and response program serving Alice Griffith and the surrounding neighborhoods. The Peacekeepers program focuses on serving youth and their families with the intention of mediating and suppressing conflicts before they escalate into acts of violence. As part of the program, youth and their families have access to: academic tutoring and study hall; leadership training; group, individual, and family support counseling; gender-specific support groups and life-skills training; nutrition classes; training and employment training (garden and landscaping specifically); and supervised Friday night outings.

SFPD has substations located in most of the HOPE SF sites, in addition to the tip lines SFPD operates throughout San Francisco to support residents in helping to fight crime in their communities. Officers serving these stations prioritize the developments; however, HOPE SF leadership staff note that more work can be done to improve systems for effective implementation, oversight and command of substation services at the sites.

Sister Stephanie, an Alice Griffith resident, leads a safety group among residents, and has been an active member in her community for many years. She has developed support group programs, homeless assistance programs, volunteer service training opportunities, adult leadership opportunities, counseling and instruction to children, community dinners, and a women's empowerment group.[47]

Resident Perspectives on Safety in their Community

At the time of this writing, baseline household survey data were only available for Hunters View residents. The baseline data include residents' understanding of and satisfaction with HOPE SF, their experiences with community engagement, safety, and financial self-sufficiency, as well as their overall outlook on life. The baseline findings also include resident reflections that were captured during a community meeting where the preliminary findings were presented back to residents. A summary of resident safety concerns, as well as their sense of safety is noted below.

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[47] "Healing the Past: Alice Griffith Resident Finds Her Purpose," *The Western Addition*, October 1, 2009 (http://www.thewesternedition.com/?c=124&a=1393).

Feelings of Safety

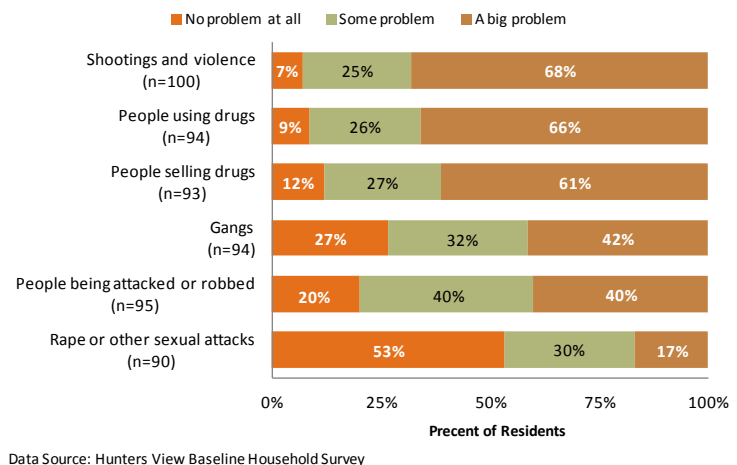Hunters View residents participating in the baseline household survey report strong feelings of safety when alone inside their home at night. Fifty-five percent feel "Somewhat Safe" or "Very Safe" inside at night, but 31% feel "Very Unsafe" when outside their home at night. One explanation for residents' sense of safety in the home is the security bars they have installed over windows and doors. Many

residents have experiences with property theft and have installed security bars and entry screens as a means for protecting themselves and their home. However, when residents leave the security of their home, they feel less confident in their physical safety: fully half (51%) feel unsafe. The evaluation team conducted further analyses to determine if feelings of safety are affected by the length of time residents have lived at Hunters View, but length of time at the development does not appear to be related to residents' feelings of safety.
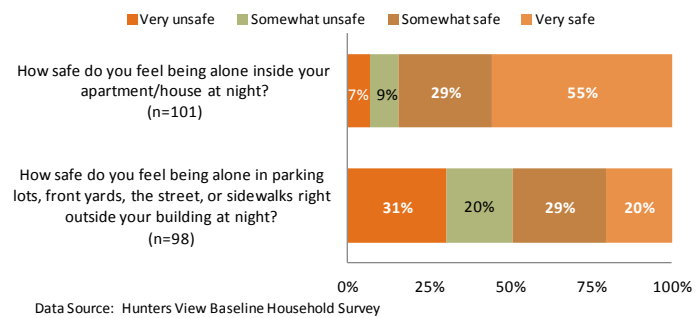
When identifying specific public safety concerns at Hunters View, two-thirds (68%) of residents report that shootings and violence are a "big problem" at the development. Residents' safety concerns directly correspond to the crime rates found in Exhibit 16, where physical assaults and homicides are prevalent and violence accounts for the leading causes of lost life for men. In addition to issues like shootings and other acts of violence, residents also note that people using drugs (66%) and people selling drugs (61%) are "big problems" in their community.

One of the most common expectations residents expressed is that the revitalization and redevelopment at Hunters View create a safe, secure and healthy place for children to grow up and succeed. As part of the participatory component of

> [I hope for] less drug activity, less violence, and more community communication.
>
> *Hunters View Resident*

the evaluation (through which residents were engaged in the process of interpreting survey findings), residents had the opportunity to reflect on data from the household survey and discuss ideas about how to use the findings to support their community. Through a consensus workshop process (a technique promoted through the Technology of Participation, or ToP), residents identified a set of next steps that they feel would have the most immediate impact on their community. For these residents, the primary action step requires a targeted approach to safety in their neighborhood. One suggested approach is to identify a resident safety advocate who can drive

safety activities on site. These families are concerned about the health and safety of their children, and the overall safety of a generation of young people at Hunters View. This is especially poignant given the homicide rates at Hunters View and given that violence is the leading cause of preventable years of lost life for men in the Bayview Hunters Point Neighborhood.

Recommendations

- **Develop a coordinated safety strategy:** Safety is foundational to the success of the initiative because its impact is cross-cutting. Improved safety outcomes can lead to better physical and mental health outcomes for adults and youth, increased engagement and greater social cohesion among neighbors, as well as better educational attainment. It would be prudent for HOPE SF leadership to develop a comprehensive plan that includes a combination of formal policies, police involvement for example, and informal solutions, such as resident "eyes on the street" to address safety issues in both the short and long term. A coordinated safety strategy between city departments and community providers, with input from residents, creates buy in among all partners, results in an implementation roadmap, and promotes the sustainability and consistency of service delivery while at the same time engaging residents.

  > The number one priority is to have an organized and responsibly sustained strategy for safety.
  >
  > *HOPE SF Leadership*

  To this end, the SF Police Department, Community Response Network, SF Department of Public Health's Critical Response Team, SF Housing Authority, violence prevention providers, the SF District Attorney and Public Defenders offices, and the SF Probation Department all serve as important partners in supporting crime prevention efforts and crime reduction planning for HOPE SF.

- **Prioritize funding and initiatives focused on safety:** Safety is foundational to HOPE SF. It impacts health, community and employment outcomes for residents. In addition, the safety of the redeveloped communities is a significant factor contributing to its attractiveness to potential residents of higher income levels. A driving principle of HOPE SF is to create a mix of housing that includes public, market-rate, and affordable rental and ownership housing. To successfully achieve this, it is imperative that existing violence and crime issues are addressed so as to attract new residents of higher income levels. The effects of safety are wide-ranging and can propel the initiative forward if resources are targeted toward initiatives that strategically and consistently address issues of crime and violence at the developments and surrounding neighborhoods.

- **Capitalize on existing meeting opportunities with residents to discuss and address safety issues:** Tenants Association meetings are an excellent venue where resident leaders and community members can engage in conversations that focus on community safety and generate actionable next steps. Residents at Hunters View explicitly expressed a need to prioritize the safety of their community, and the Tenants Association meetings are a vehicle that can continue to drive momentum to address the issue. Each of the four HOPE SF sites is faced with numerous safety concerns. Finding strategies that are developed and endorsed by residents and members of the neighboring community can serve as a way to not only improve safety, but also strengthen community building at each site.

  At Hunters View, there is significant concern about the health and safety of young people living in the community. Families with young children are especially concerned about the success of

their children: they have hope and they want them to grow up in a safe space. One immediate action step is for residents to use the existing HVTA meetings as a venue to bring residents together and start generating ideas that residents can begin to carry out.

Questions for Reflection

- **Are there safety-oriented stakeholders to bring to existing collaborative structures?** HOPE SF leadership might consider asking the SF Police Department to join the City Services Team, which functions as a collaborative body to coordinate programs and services implemented on site. The team brings together deputy-level personnel from the Housing Authority, the Human Services Agency, the Office of Economic and Workforce Development, the Department of Children, Youth, and their Families, the Department of Public Health, and the San Francisco Unified School District.

- **Can natural comparisons among sites be used to understand what works?** HOPE SF leadership note that the partnership with SF SAFE is working well at Potrero, but is experiencing mixed results at Alice Griffith. An important next step is to understand the differences between the two sites, and identify specific factors that create the conditions for this program to have positive outcomes at Potrero. With both sites implementing the program, a natural comparison exists and the comparison serves as a valuable opportunity to learn what is creating the positive impact and what might be deterring it.

iii. Neighborhood Infrastructure

The neighborhoods surrounding public housing sites are often old and run-down, with few amenities, public or community spaces, or green space. This is largely true of neighborhoods surrounding the HOPE SF housing sites: they have low-quality infrastructure and poorly maintained surroundings. However, each neighborhood has assets as well, with improvements either planned or underway in many areas. Building on these assets and addressing the neighborhood's shortcomings are vital to improving the lives of HOPE SF residents.

Improvements to HOPE SF neighborhoods also will help attract middle-income households to the neighborhood, which is one of HOPE SF's goals. To pursue this goal and to help improve residents' lives, the City and HOPE SF site developers are partnering to undertake an ambitious neighborhood revitalization plan that includes:

- Investing in retail attraction and retention
- Developing job opportunities
- Supporting the availability of healthy food options
- Enhancing cultural assets (e.g. libraries)
- Creating new recreation assets and services

Key Neighborhood Infrastructure Indicators at Baseline

The table below provides a high-level view of neighborhood conditions for HOPE SF residents at baseline through key indicators that HOPE SF can track over time. These data also appear later in the chapter and are provided here as a snapshot for reference. Many HOPE SF residents lack access to healthy food outlets and cultural spaces. In some instances, HOPE SF sites and surrounding neighborhoods are considered food deserts.

HOPE SF is designed to bring about increases in all of the indicators below.

Key Indicators	Hunters View	Alice Griffith	Potrero	Sunnydale
1) Number of recreation facilities nearby	4*	2*	1**	3**
2) Number of public health facilities within a half mile of the site	1	1	2	0
3) Healthy retail food markets	1*	0*	N/A	N/A
4) Bank or credit union within a half mile of the site	2	0	1	0

*Half mile from housing site.
**Quarter mile from housing site.

The evaluation will track changes over time as revitalization progresses. This chapter shows the current state of infrastructure in HOPE SF neighborhoods, establishing a baseline against which over-time gains can be tracked. Specifically, this chapter discusses access to:

- Open Spaces
- Recreation Centers and Community Centers
- Cultural Spaces
- Health Facilities

- Healthy Food
- Financial Services
- Other Amenities

Methods

Methods and data sources relevant to understanding the Neighborhood Infrastructure picture for HOPE SF residents are briefly profiled below. For a more comprehensive description of the methods, please see Appendix A.

Household Survey

- **Hunters View Baseline Household Survey:** Hunters View residents shared their thoughts about the rebuilding and revitalization through a household survey that LFA Group administered in the fall of 2011. At the time of baseline data collection, 128 households were available and 102 households completed the survey for an 80% response rate.

Administrative Datasets

- **Healthy Development Measurement Tool (HDMT)**: The SF Department of Public Health's (SFDPH) HDMT is a comprehensive set of metrics that assess a wide range of factors within the social and physical environment that affect health. LFA Group accessed data directly through the tool as well as through baseline assessment reports.

Document Review

- **Applications for Federal Funding:** The U.S. Department of Housing and Urban Development Neighborhood gives revitalization grants to improve or redevelop distressed public housing into mixed-income neighborhoods. The city of San Francisco applied for federal grants for each of the four HOPE SF sites. As part of those applications, the city has documented current conditions at each site.

Neighborhood Overview

The table below provides information on the boundaries of the neighborhoods and HOPE SF sites included. The tables containing the HDMT indicators indicate whether the data were retrieved at a neighborhood level or a site level.

Exhibit 17. Neighborhood Boundaries

Levels at which Data are Collected		Area Names Used in Report Tables			
		Hunters View	Alice Griffith	Potrero	Sunnydale
Neighbor-hood	Name	Bayview Hunters Point		Potrero Hill	Visitacion Valley
	Geographic Boundaries	Cesar Chavez Street (North), Alana Way (South), and 101 Bayshore Freeway (West)		16th Street (North), Cesar Chavez (South), and 101 Bayshore Freeway (West)	Dwight Street (North), Geneva Avenue (South), 101 Bayshore Freeway (East), and Moscow and Sunnydale Street (West)

Exhibit 17. Neighborhood Boundaries

Levels at which Data are Collected		Area Names Used in Report Tables			
		Hunters View	Alice Griffith	Potrero	Sunnydale
Site	Name	Hunters View	Alice Griffith	Potrero (Terrace and Annex)	Sunnydale
	Geographic Boundaries*	Census Tract 231.03**	Census Tract 234**	½ to ¼ mile buffer around housing site***	½ to ¼ mile buffer around housing site***

*When creating the 2009 and 2012 HDMT reports for specific sites, the SFDPH typically uses buffers around the site of a quarter mile or a half mile. However, for Hunters View and Alice Griffith, the SFDPH established the boundaries based on Census Tract. This difference is due to the fact that if the .25-.5 mile buffer were chosen, the areas for each site would overlap. To create mutually exclusive areas, the SFDPH used Census Tracts.

**Census tracts are geographical areas established by the U.S. Census Bureau. They are small, relatively permanent subdivisions of a county. Tracts were originally created to act as a geographic unit of analysis that represented a region composed of individuals with similar characteristics in respect to economic status, and living conditions. The number of individuals in any given census tract ranges between 1,500 and 8,000 individuals with an optimal size of 4,000 individuals.

**When establishing the "buffer" around the site, SFDPH sometimes uses a half mile, and other times a quarter mile. Sometimes this depends on available data (data are not always available for a quarter-mile buffer); other times it depends on whether a half-mile is an acceptable walking distance for a particular neighborhood asset or amenity.

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012).

Open Space

Current Neighborhood Assets

Bayview Hunters Point
- Adams Roger Park is located south of a local community garden. The park has a children's play structure on a sand pit and a basketball court.
- Additional park spaces include Hilltop Park and neighboring Ridgetop Plaza.

Potrero Hill
- There is a large park contiguous with both Potrero Terrace and Potrero Annex; the park contains the Potrero Hill Recreation Center.
- Within the park are two a community gardens: the Family Resource Center Garden and the Barrel Garden.

Visitacion Valley
- McLaren Park, which is home to: the Louis Sutter and Herz Playgrounds, the Glen Eagles Golf Course, Coffman swimming pool, a tennis complex, soccer field, basketball court, jogging trails, and baseball diamonds.

Bayview Hunters Point and Visitacion Valley actually have more open space than does San Francisco as a whole: the City averages 7.4 total acres of open space per 1,000 residents. However, some of this open space is limited by physical barriers and a lack of safe pedestrian routes. Potrero has far *less* than the average acreage of open space than does San Francisco as a whole.

Exhibit 18 reveals that current ratings of local parks' physical condition and maintenance are actually quite high and comparable to citywide park ratings (87% is the San Francisco average).

Exhibit 18. Resident Access to Open Spaces

	Hunters View	Alice Griffith	Potrero	Sunnydale	Level of Data Collection	
					Neighbor-hood	*Site*
Acres of public open space per 1,000 population (2006)	N/A		2	9		✓
Neighborhood average Park Evaluation Score (2008)	88%		84%	87%	✓	
Number of community gardens nearby (2008)	1*	2*	1**	1**		✓

*Half mile from housing site.
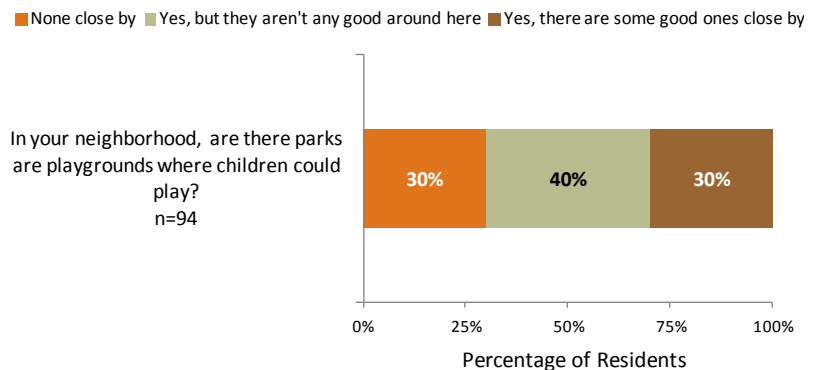**Quarter mile from housing site.
Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012). HDMT website (2012).

Where to Look for Over-Time Improvement

While park ratings are quite high, the scoring method does not reflect residents concerns about safety on park grounds (e.g. lighting and police presence), nor does it reflect the extent of community use and the presence of community programming. Rather, the park quality score includes such dimensions as quality of landscaping, presence of trees and trails, amount of open space, signage quality, lack of graffiti, and presence and quality of drinking fountains. Residents do not always feel safe going into their nearby parks; it is hoped that over time the parks will become safer and more frequently used by members of the community. As parks become safer, residents' attitudes towards public parks should change, as should their responses to the related question on the household survey (Exhibit 19).

Exhibit 19. Hunters View Residents' Perspective on Parks and Playgrounds

■ None close by ■ Yes, but they aren't any good around here ■ Yes, there are some good ones close by

In your neighborhood, are there parks are playgrounds where children could play?
n=94

| 30% | 40% | 30% |

0%   25%   50%   75%   100%
Percentage of Residents

Data Source: Hunters View Household Survey, 2011

Recreation Centers and Community Centers

Recreation centers as well as community centers can provide a variety of activities (e.g. arts and crafts or sports) and activities for specific populations (e.g. seniors, young adults, or young children). They also often host programming for the community (e.g. basketball leagues).

Current Neighborhood Assets

Bayview Hunters Point
- The Bayview YMCA

Visitacion Valley
- The Bayview YMCA is also accessible to the residents of the Visitacion Valley neighborhood.

Potrero Hill
- Potrero Hill Family Resource Center
- Potrero Hill Neighborhood House
- Potrero Hill Recreation Center

Exhibit 20. Resident Access to Recreation Facilities and Community Centers

	Hunters View	Alice Griffith	Potrero	Sunnydale	Level of Data Collection	
					Neighbor-hood	*Site*
Proportion of population within one quarter mile of a recreation facility (2008)	57%		N/A	N/A	✓	
Proportion of population within a half mile of a recreation facility (2008)	N/A		100%	100%		✓
Number of recreation facilities nearby (2008)	4*	2*	1**	3**		✓
Proportion of population within a half mile of a community center (2011)	86%		98%	95%	✓	

*Half mile from housing site.
**Quarter mile from housing site.

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012). HDMT website (2012).

Recent or Ongoing Improvements

Bayview Hunters Point and Visitacion Valley
- The Bayview YMCA is now in its third phase of a significant renovation to upgrade its services and facilities to better serve the fitness needs of neighborhood residents. Planned additional renovations include a Teen Room, Early Childhood Development Center, and a Center for Family Life.

Potrero Hill
- Currently, there are no known data regarding ongoing improvements in this area in Potrero Hill.

Where to Look for Over-Time Improvement

All four sites have recreation facilities and community centers nearby, and three of the four sites are set to benefit from the renovations underway at the Bayview YMCA. Perhaps once the improvements at the Bayview YMCA are completed, an increased share of household heads at Hunters View will answer "yes, there are some good ones close by" to the question about community and recreation centers.
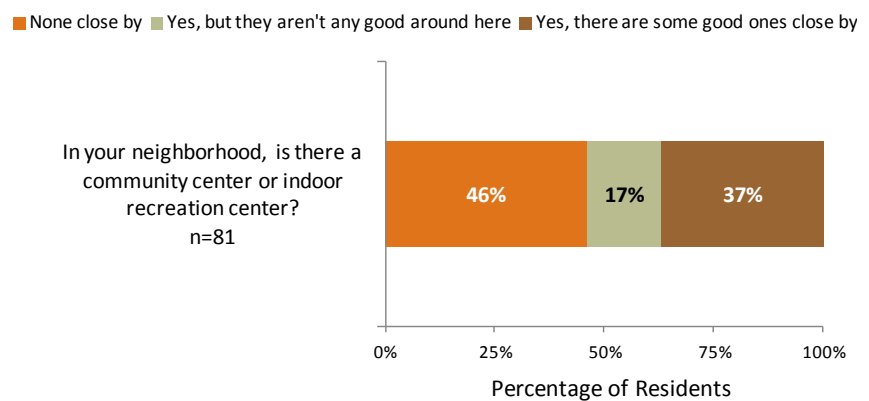
Cultural Spaces

Cultural space includes amenities such as libraries and public art. Libraries provide a range of resources and services aside from books: computer access , afterschool programs, cultural events, information about community-based services, and research assistance. According to HDMT reports, virtually all residents at the four HOPE SF sites are within a mile of a public library.

Public art provides exposure to the arts for those who might not have access otherwise. San Francisco has 140 city-funded works of art, but these are generally located downtown, and the four HOPE SF sites have little access. However, on this measure, Potrero stands out from the other sites: there are 16 public art works within a half a mile of the site (compared with none for Hunters View and Sunnydale, and two for Alice Griffith).[48] [49][50]

Current Neighborhood Assets

Bayview Hunters Point
- Bayview Opera House
- Anna E. Waden Bayview Branch Public Library

Visitacion Valley
- Sunnydale residents now have access to the beautiful new Visitacion Valley public library that opened in 2011 as part of the Branch Library Improvement Program.

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[48] "Baseline Conditions Assessment of HOPE SF Redevelopment: Potrero Terrace and Annex," Healthy Development Measurement Tool, San Francisco Department of Public Health (December 2009).
[49] "Baseline Conditions Assessment of HOPE SF Redevelopment: Sunnydale," Healthy Development Measurement Tool, San Francisco Department of Public Health (December 2009).
[50] San Francisco Department of Public Health, "San Francisco Healthy Homes Project Community Health Status Assessment. Healthy Development Measurement Tool" (April 2012).

Potrero Hill
- Potrero Hill Branch Public Library

Exhibit 22. Access to Cultural Spaces

	Hunters View	Alice Griffith	Potrero	Sunnydale	Level of Data Collection	
					Neighbor-hood	Site
Proportion of population within 1 mile of a public library (2008, 2011)	99%	99%	100%	100%		✓
Number of public art works within a half mile of the site (2007, 2008)	0	2	16	0		✓

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012).

Recent or Ongoing Improvements

Bayview Hunters Point
- At this time, renovations are in progress at the Anna E. Waden Bayview Branch Public Library. The new library will be a 9,000 square feet space, which is scheduled to open to the public in 2013. The library will offer new programs that are specifically relevant for neighborhood residents, including literacy assistance for young children, laptop lending, specialized senior services, and job search classes.
- Renovations are in progress at the Bayview Opera House, which will strengthen its role as a cultural and artistic center.

Visitacion Valley
- There are no known data regarding recent or ongoing improvements to cultural spaces in Visitacion Valley.

Potrero Hill
- There are no known data regarding recent or ongoing improvements to cultural spaces in Potrero Hill.

Where to Look for Over-Time Improvement

All four sites have excellent access to libraries; as the City and developers invest in the neighborhood, there may be improved access to the visual and performing arts for HOPE SF residents.

Health

Current Neighborhood Assets

Bayview Hunters Point
- The Southeast Health Center provides extensive community-based services for individuals at all income levels.
- Bayview Child Health Center
- Bayview Hunters Point Aging Campus/Multi-Purpose Senior Services Center

Visitacion Valley
- According to the HDMT definition of a health facility, there are no health facilities in the immediate area, however, there are some clinics in the area that are open less than twenty hours a week.

Potrero Hill
- San Francisco General Hospital
- Potrero Hill Health Center

Exhibit 23. Public Health Facilities

	Hunters View	Alice Griffith	Potrero	Sunnydale	Level of Data Collection	
					Neighbor-hood	*Site*
Number of public health facilities within a half mile of the site (2008)	1	1	2	0		✓

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012).

Recent or Ongoing Improvements

Bayview Hunters Point
- The Bayview Hunters Point Aging Campus/Multi-Purpose Senior Services Center will expand its services to complement the services already provided by the Southeast Health Center.

Visitacion Valley
- There are no known data regarding any recent or ongoing improvements to health facilities in Visitacion Valley.

Potrero Hill
- The Healthy Generations Project – a collaboration of BRIDGE (the Potrero Housing Developer), SFDPH, and the Potrero Family Resource Center – is in development and will create a foundation for healthier neighborhood outcomes by teaching parents how to nurture the developmental health of their children. It will focus on: freedom from neurotoxins, healthy nutrition, emotional security, and cognitive enrichment.

Where to Look for Over-Time Improvement

Investments in HOPE SF neighborhoods may result in increased access to health facilities, especially for residents of the Sunnydale development.

Healthy Food

Recently the public has been paying increased attention to the concept of "food deserts" and how lack of access to fruits, vegetables, and other healthy foods nearby has a profound effect on the health of communities. The City and HOPE SF developers are putting a great deal of effort toward making healthy food more accessible in the neighborhoods.

Exhibit 24. What's Working: Fresh and Easy Grocery Store in the Bayview

A new grocery store opened less just one mile from Alice Griffith and a mile and a half from Hunters View in the fall of 2011. This 10,000 square foot store, from the Fresh and Easy chain of grocery stores, offers fresh produce and healthy prepared meals. When LFA Group conducted the Hunters View household survey, many residents expressed enthusiasm about the opening of this market – the first grocery store to open in this area in more than twenty years.

Current Neighborhood Assets

Bayview Hunters Point
- Hunters Point Family's Urban Farms.
- Within one mile of Alice Griffith, there is a 20,000 square foot Foods Co., which is a hybrid supermarket and discount warehouse that offers fresh produce and meat and includes a bakery and deli.

Potrero Hill
- Family Resource Center Garden and Barrel Garden Program

Visitacion Valley
- Currently, there are no available data regarding healthy food outlets in Visitacion Valley.

Exhibit 25. Access to Healthy Food

	Hunters View	Alice Griffith	Potrero	Sunnydale	Level of Data Collection	
					Neighbor-hood	Site
Number of grocery stores in the neighborhood (2011)	3		1	1	✓	
Number of farmers markets within a quarter mile of the site (2007, 2008)	0	0	0	0		✓
Number of community-supported agriculture drop-off within half mile of the site (2007)	0	0	1	0		✓

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status

	Hunters View	Alice Griffith	Potrero	Sunnydale	Level of Data Collection	
					Neighbor -hood	*Site*

Assessment, HDMT, San Francisco Department of Public Health (April 2012). HDMT website (2012).

Recent or Ongoing Improvements

Bayview Hunters Point
- In fiscal year 2010-2011, the City budgeted $250,000 to leverage $500,000 in private sector funding for the expansion of the neighborhood's Super Save, with the explicit purpose of increasing fresh and healthy food options.

Potrero Hill
- There will be a 1/3-acre community garden on site at Potrero in the near future. The community garden is based on the previous community garden projects such as the Family Resource Center Garden and Barrel Garden program.

Visitacion Valley
- Currently, there are no available data regarding ongoing improvements in this area in Visitacion Valley.

Where to Look for Over-Time Improvement

According to SFDPH, HOPE SF residents have easy access to food that has a negative health impact, and they need to go out of their way for fresh, healthy food. It is hoped that over time healthy retail food and farmers markets will be established close by to *all* of the HOPE SF sites.

Financial Services

Residents in HOPE SF housing sites have limited access to banks and credit unions. According to SFDPH, studies show that poor communities are much more likely to be near "fringe" financial services such as check cashers, payday lenders, and pawn shops. These lenders have high fees and do not offer saving accounts, and this environment tends to deplete assets and discourage savings.

Little is known about the current financial services assets at each of the four sites (beyond what is captured in Exhibit 26). However, Sunnydale Service Connection staff did recently administer and complete a financial literacy program in 2011. For more information on this program, please see the Economic Well-Being and Self-Sufficiency chapter of this report.

Exhibit 26. Access to Financial Institutions

Mainstream Financial Institutions	Hunters View	Alice Griffith	Potrero	Sunnydale	Level of Data Collection	
					Neighbor-hood	*Site*
Number of banks or credit unions within a half mile of the site	2	0	1	0		✓

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012).

Where to Look for Over-Time Improvement

As HOPE SF neighborhoods improve, branches of banks or credit unions hopefully will be established near HOPE SF sites. Residents of Alice Griffith and Sunnydale would especially benefit from greater access, so that they can participate in mainstream financial services.

Retail Establishments and Business Development Services

Low-income neighborhoods often are amenity-poor, with few business and many stores with unattractive facades and a poor selection of goods. This is generally true of the HOPE SF neighborhoods, with Bayview Hunters Point in particular, which was historically zoned more for industry than for commercial space.

Current Neighborhood Assets

Bayview Hunters Point
- The Bayview Business Resource Center provides business resources and technical assistance and training to entrepreneurial business ventures in the neighborhood, including assistance with commercial loan applications and packaging, bonding assistance, and the provision of low-cost shared office space with administrative support.
- The Third Street Merchants Association advocates for local business, and promotes business activity and economic development in the neighborhood.

Potrero Hill
- Currently, there are no known data regarding other amenities in Potrero Hill.

Visitacion Valley
- Currently, there are no known data regarding other amenities in Visitacion Valley.

Exhibit 27. Access to Retail Establishments

Retail Establishments Within Half Mile of the Site	Hunters View	Alice Griffith	Potrero	Sunnydale	Level of Data Collection	
					Neighbor-hood	Site
Auto Repair Shop (2007, 2008)	3	9	16	2		✓
Beauty/Barber Shop (2007, 2008)	5	4	10	4		✓
Bike Shop (2007, 2008)	0	1	3	0		✓
Dry Cleaner (2007, 2008)	1	0	0	0		✓
Eating Establishments (2007, 2008)	8	8	40	5		✓
Gym (2007, 2008)	2	0	6	0		✓
Hardware Store (2007, 2008)	0	0	2	0		✓
Laundromat (2007, 2008)	1	0	1	1		✓
Post Office (2007, 2008)	2	0	2	0		✓
Pharmacy (2007, 2008)	1	0	2	0		✓
Video Rental/Movie Theater (2007, 2008)	0	0	3	0		✓

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012).

Recent or Ongoing Improvements

Bayview Hunters Point
- The Agency Revolving Loan Fund offers below market-rate loans through a program to encourage economic development and retail attraction and retention. The fund received $1 million in funding in March 2011.
- Third Street Façade and Tenant Improvement Program administered by OEWD: Through grants and design assistance to property owners and merchants for façade, storefront and interior tenant space improvement, this program seeks to improve the overall quality of the commercial sector on Third Street for business and patronage attraction. This effort was funded with $500,000 in 2010, and with another $845,574 in April 2011.

Potrero Hill
- Currently, there are no known data regarding ongoing improvements in this area in Potrero Hill.

Visitacion Valley
- Currently, there are no known data regarding ongoing improvements in this area in Visitacion Valley.

Where to Look for Over-Time Improvement

One or more of the HOPE SF sites do not have *any* nearby amenities. Alice Griffith does not have a dry cleaner, gym, hardware store, laundromat, post office, pharmacy, or a video store within a half mile, and Sunnydale does not have a bike shop, dry cleaner, gym, hardware store, post office, pharmacy, or video store within a half mile. It is hoped that an investment in attracting and retaining businesses to these areas will create much more walkable communities with nearby amenities.

Transportation

With access to free and low-cost modes of transportation, households can allocate more of their income toward important needs such as food, housing, education, and health care services. Limited transportation options, however, can leave households without access to jobs and resources, and reduce the amount of available income for vital necessities like food and housing. As shown in Exhibit 28, the proportion of income spent on transportation is relatively on par with San Francisco as a whole; unfortunately, the data represent larger districts and not individual neighborhoods.

Residents of Hunters View, Alice Griffith and Sunnydale experience much lower rates of car ownership than residents of San Francisco as a whole. A majority of residents do not own cars and therefore need reliable public transportation to access jobs, services, and other resources for their household. As a result, many HOPE SF residents are highly dependent on public transportation. Access and use of public transportation may be stalled by factors not related to the number of bus stops in a given area, but rather to resident concerns with travel costs, safety at transit stops, frequency and reliability of transit services and access to subsidized passes for low-income families.

To ensure more frequent and reliable public transit access, HOPE SF is working to design streets that can better connect residents to downtown. New street designs will increase access to local transportation services that will connect residents to more resources in their communities. There are also plans to include an extension of municipal bus lines to many of the isolated neighborhoods. With an increase in reliable services, residents will have easier means to connect with resources for basic human needs.

Exhibit 28. Transportation for HOPE SF Residents

Transportation	Hunters View	Alice Griffith	Potrero	Sunnydale	San Francisco
Proportion of average income spent on transportation expenses (2007)	16%	16%	11%	17%	14%
Proportion of commute trips made by public transit (2000)	25% (Bayview)		19% (Potrero Hill)	29% (Visitacion Valley)	33%
Proportion of households with at least one vehicle available (2000)	22%	16%	78% (Terrace) 85% (Annex)	47%	71%
Number of available bus stops within a 1/4-mile radius of the site (2000)	N/A		71	46	N/A
Proportion of residents who commute to work with public transportation (2000)	25%	21%	22%	43%	33%

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012).

III. HOPE SF Residents

The intention of HOPE SF extends beyond revitalizing public housing sites and the surrounding neighborhoods to helping residents lift themselves up and improve their lives. This section of the report is focused on the residents: who they are, the strategies that will be used to serve them, and their progress in the areas of employment, education, and health.

A. Who lives in HOPE SF housing?

In order to effectively serve HOPE SF residents, it is critical to understand who they are, the needs they have, and the obstacles they face. This section of the report sheds light on these fundamental questions.

This section is divided into two chapters: 1) a short, demographic overview with high-level descriptive data and 2) an in-depth analysis of the economic status of HOPE SF households. The majority of the data captured in the initial short overview are discussed with greater context and in more depth later in the report.

i. Demographic Summary

The baseline demographic profile of HOPE SF residents, shown in Exhibit 29, reveals that:

- While San Francisco residents as a whole are 49% female,[51] between 59% and 68% of the residents at these four HOPE SF developments are female. Across family public housing as a whole in San Francisco, 80% of homes have a female head of household.[52]

- Less than a fifth of HOPE SF residents are white, compared to half (49%) of San Franciscans. The HOPE SF population is between 39% and 51% African-American, compared to just 6% of San Franciscans overall.[53] In fact, a fifth (19%) of all of the City's African-American children reside in public housing.[54] Pacific Islanders make up less than half a percent[55] of the population of San Francisco, compared to between 5% and 10% of residents at these HOPE SF sites.

- Thirteen percent of San Franciscans are less than 18 years old.[56] At HOPE SF sites, that percent ranges from 36% (at Hunters View) to 48% (at Alice Griffith).

- The median income citywide is more than $71,000 per household,[57] compared to an average of less than $17,000 for HOPE SF residents.[58]

- About two-thirds of HOPE SF households are below the federal poverty line, compared to 14% of San Francisco households.

One telling detail that illuminates the experience of many HOPE SF residents is the number of years they have lived in public housing. LFA Group's recent household survey of Hunters View residents found that 64% have lived in public housing more than 15 years, and 56% have lived at the Hunters View development more than 15 years. Comparable information for housing tenure is not yet available for the other HOPE SF sites. *For more results from the Hunters View household survey, please see Appendix C.*

This tenure in public housing is best understood in the context of San Francisco's extremely high-cost housing market, where the median value of owner-occupied housing units is about 2.5 times the national average.[59] It is also important to note that the San Francisco Housing Authority does not have a time limit for the number of years an individual can live in public housing.

The data presented in this table are also discussed elsewhere, with more context and in greater depth. This table is meant to provide an overall picture of who the residents of the four HOPE SF sites are, and to provide an indication of what their current needs might be.

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[51] U.S Census Bureau, *State & County QuickFacts: San Francisco County, California*, http://quickfacts.census.gov/qfd/states/06/06075.html (June 10, 2012).
[52] Emily Gerth, "Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond," prepared for Human Services Agency and Mayor's Office of Housing, City and County of San Francisco (May 4, 2012).
[53] http://quickfacts.census.gov/qfd/states/06/06075.html
[54] Gerth, "Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond."
[55] http://quickfacts.census.gov/qfd/states/06/06075.html
[56] http://quickfacts.census.gov/qfd/states/06/06075.html
[57] http://quickfacts.census.gov/qfd/states/06/06075.html
[58] http://quickfacts.census.gov/qfd/states/06/06075.html
[59] http://quickfacts.census.gov/qfd/states/06/06075.html

Exhibit 29. HOPE SF Demographic Overview, Fiscal Year 2010/11

		Hunters View	Alice Griffith	Potrero	Sunny-dale
Number of On-Lease Residents		329	697	1280	1725
Households	Number of Households	128	229	517	701
	Average Number of Individuals Per Household	2.6	3.0	2.5	2.5
	Percent of Households With Children	45%	70%	64%	65%
	Average Number of Children[60] (in Households With Children)	2.0	2.1	1.7	1.7
Gender	Male Residents	32%	41%	37%	37%
	Female Residents	68%	59%	63%	63%
Age Distribution	0-5	4%	15%	15%	16%
	6-15	23%	28%	26%	25%
	16-24	29%	21%	17%	16%
	25-64	40%	31%	38%	39%
	65+	4%	5%	4%	4%
Ethnicity[61]	African-American	45%	51%	43%	39%
	White	21%	16%	24%	20%
	Hispanic	15%	11%	15%	17%
	Asian	8%	11%	11%	16%
	Pacific Islander	9%	10%	5%	7%
	Native American	0%	1%	1%	1%
	Multiracial	1%	0%	1%	1%
Financial and Employment Status	Average Annual Income Per Household	$12,750	$16,432	$14,028	$13,487
	Percent of Households below federal poverty level	67%	67%	64%	70%
	Percent of Able-Bodied Adults Who Were Employed in FY 2010/2011 (ages 18-64)	21%	21%	36%	30%

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[60] Children were defined as those less than 18 years old, as of July 1, 2011.

[61] Ethnicity was constructed from the Housing Authority's race and ethnicity questions in the same manner as described in a recent HSA report (Gerth, "Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond"). If a resident identified as having a Hispanic ethnicity, they were categorized as Hispanic. If they selected non-Hispanic and a single racial group, they were categorized as that racial group. If they selected more than one racial group (white and African American or Asian and Native American), they were considered multiracial.

Exhibit 29. HOPE SF Demographic Overview, Fiscal Year 2010/11

		Hunters View	Alice Griffith	Potrero	Sunny-dale
School-Aged Children in SFUSD Dataset	Number[62]	88	239	382	491
	As Percent of School-Aged Children (between 5 and 18)	62%	76%	74%	74%
Schools Attended	Number of Schools Attended[63]	26	45	73	77
	Percent of SFUSD students attending local[64] schools	28%	40%	28%	26%
Benefit Penetration	Percent on Food Stamps	38%	30%	29%	29%
	Percent on Medi-Cal	54%	66%	67%	68%
	Percent on CalWORKS	24%	40%	34%	34%
	Percent on County Adult Assistance Programs (CAAP)	22%	13%	12%	10%
	Percent receiving Supplemental Security Income (SSI)	36%	26%	25%	24%
	Percent on Social Security	13%	18%	15%	14%
Needs Assessment Results[65]	Number of Individual Needs Assessments Completed[66]	98	82	N/A	N/A
	As Percent of Adults (18+)	46%	23%	N/A	N/A
	Percent of Individuals with Completed Assessments, Determined to be 'High Risk'[67]	6%	1%	N/A	N/A

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[62] This is most likely an undercount, due to the nature of the match made with the San Francisco Unified School District. For more information, please see the Methods section (Appendix A).

[63] Excludes atypical schools such as schools that provide childcare, schools for juvenile delinquents, schools for pregnant teens, and schools that report to the county.

[64] "Local" defined as within the confines of the neighborhoods used for the Healthy Development Measurement Tool.

[65] Needs assessments are completed by service connectors in order to understand what services residents need, and to refer the resident appropriately. For more information on the needs assessment process, please see the Service Connection chapter of this report.

[66] These results actually understate the accomplishments of service connectors; if off-lease residents are included in the count, there were 155 needs assessments done at Hunters View and 86 done at Alice Griffith (representing 73% and 24% of the respective populations). This evaluation reports only on the work done with on-lease residents, due to restrictions on the data that evaluators were able to work with. The details are found in a discussion of methods in Appendix A.

[67] "High risk" families defined as those living below 50% of the poverty line, and/or with family members involved in multiple public systems of care.

Exhibit 29. HOPE SF Demographic Overview, Fiscal Year 2010/11

		Hunters View	Alice Griffith	Potrero	Sunny-dale
Percent of Adults (18+) with Persistent Health Problems[68]	Percent with Asthma	26%	21%	N/A	N/A
	Percent with Diabetes	29%	16%	N/A	N/A
	Percent with High Blood Pressure	50%	34%	N/A	N/A
Neighborhood Crime Rates, per 1,000 People[69]	Physical Assaults	70	107	71	47
	Sexual Assaults	2	3	3	2.5
	Homicide	3.0	2.0	0.6	0.6
	Property Crimes	186	289	305	100
Estimated Number of Off-Lease Individuals[70]		N/A	N/A	N/A	593

Data Sources: San Francisco Housing Authority, San Francisco Unified School District, Tracking-at-a-Glance, Healthy Development Measurement Tool, and San Francisco Human Services Agency.

The chapters that follow elaborate on the experiences and status of HOPE SF residents in a number of domains that the initiative aims to impact.

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[68] Residents were asked to self-report their health conditions as part of their service connection needs assessment.
[69] Data is for 2005 to 2007.
[70] This estimate derived from a case study of Sunnydale done as part of a recent HSA report (Gerth, "Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond"), which used address matching to determine that the off-lease population is approximately 539 individuals at Sunnydale – or 34% increase over the on-lease residents.

ii. Economic Well-Being & Self-Sufficiency

Public housing is a source of housing that the public sector provides for extremely low-income families. By definition, then, public housing communities have high poverty rates. At its heart, HOPE SF is an anti-poverty initiative. To achieve its anti-poverty goals, HOPE SF moves forward along many fronts, and incorporates a two-generation strategy. For children, there is a focus on readiness to succeed in education and life, with a particular focus on K-12 education so that when the children become adults they can enter post-secondary education, and qualify for jobs that pay living wages. For adults, there is a focus on employment and asset-building. The concept is that as families increase their earned income and build assets, they can decrease dependence on public benefits and move toward economic self-sufficiency.

Key Economic Well-Being and Self-Sufficiency Indicators at Baseline

The table below contains a summary of key indicators for HOPE SF to track over time. These data also appear later in the chapter and are provided here for reference. This table highlights the financial struggles of HOPE SF families.

HOPE SF is designed to bring about improvements in these indicators. If the effort is successful, household income should rise over time (indicator 1), and the poverty rate for all families as well as the poverty rate for households with employment income (indicators 2 and 5) should fall over time. Another goal is a rise in the percentage of households with employment income (indicator 4).

Indicator 3, the percent of families with a head of household under 65 receiving at least one benefit, is more complicated: it does not readily lend itself to a desired direction of increase or decrease. If families experience a meaningful income increase resulting from employment, then a decrease in benefits enrollment is positive. However, *some* decrease in benefits enrollment will result from a lack of service connection or a timing out of benefits. Likewise, some *increase* in benefits enrollment can potentially be a positive sign – in particular, there may be adults who should qualify for SSI but who have not yet been able to.

Key Indicators	Hunters View	Alice Griffith	Potrero	Sunnydale
1) Average Annual Household Income	$12,750	$16,432	$14,028	$13,487
2) Percent of Families Living under the Federal Poverty Level (Adjusted for Family Size)	67%	67%	64%	70%
3) Percent of Families with Households under 65, that Receive at Least one Benefit Type	81%	82%	75%	76%
4) Of Households with the Head of Household under 65 and not on SSI, the Percentage with Employment Income	34%	30%	46%	39%
5) Of Households with Employment Income (Head of Household under 65 and not on SSI), Percent of Families Living under the Federal Poverty Level	32%	33%	43%	39%

This chapter shows economic family data for 2010-2011, establishing a baseline against which over-time changes can be tracked. In particular, this chapter discusses:

- Household income and poverty levels;
- Income sources, with a focus on the balance between income from earnings and benefits;

- The types of benefits that households are enrolled in;
- Initial indicators of how well service connectors on site have been able to ensure that families are enrolled in the benefits they need (for Hunters View only);
- Hardship (e.g. food insecurity and the inability to meet financial obligations) reported by heads of household in Hunters View; and
- Financial literacy.

Methods

Methods and data sources relevant to understanding the economic self-sufficiency picture for HOPE SF residents are briefly profiled below. For a more comprehensive description of the methods, please see Appendix A.

Key Informant Interviews

- **Key Informant Interviews:** LFA Group conducted interviews with several individuals in leadership positions within HOPE SF to gather their perspectives and insights into the progress of the initiative.

Household Survey

- **Hunters View Baseline Household Survey:** Hunters View residents shared their thoughts about the rebuilding and revitalization through a household survey that LFA Group administered in the fall of 2011. At the time of baseline data collection, 128 households were available and 102 households completed the survey for an 80% response rate.

Service Tracking Data

- **Tracking-at-a-Glance (TAAG):** The TAAG database is used to track residents' needs by Urban Strategies (a service connection provider at the Hunters View and Alice Griffith). Service connectors have found TAAG challenging to use, and there are limits in the capacity of TAAG to be tailored to local needs in San Francisco. For these reasons, the data should be interpreted with caution.

Administrative Datasets

- **Human Services Agency (HSA):** HSA collects benefit and enrollment data from its One Stop Career Link Centers. Benefits data includes enrollment in Medi-Cal, California Work Opportunity and Responsibility to Kids (CalWORKs), County Adult Assistance Programs (CAAP), and food stamps. One Stop data contain information on which residents used the Centers' employment services, including career planning, job search, assistance and retention services.
- **San Francisco Housing Authority (SFHA):** The SFHA database serves as LFA Group's master list, and provides key variables such as residents' housing site, age, ethnicity, and income sources.
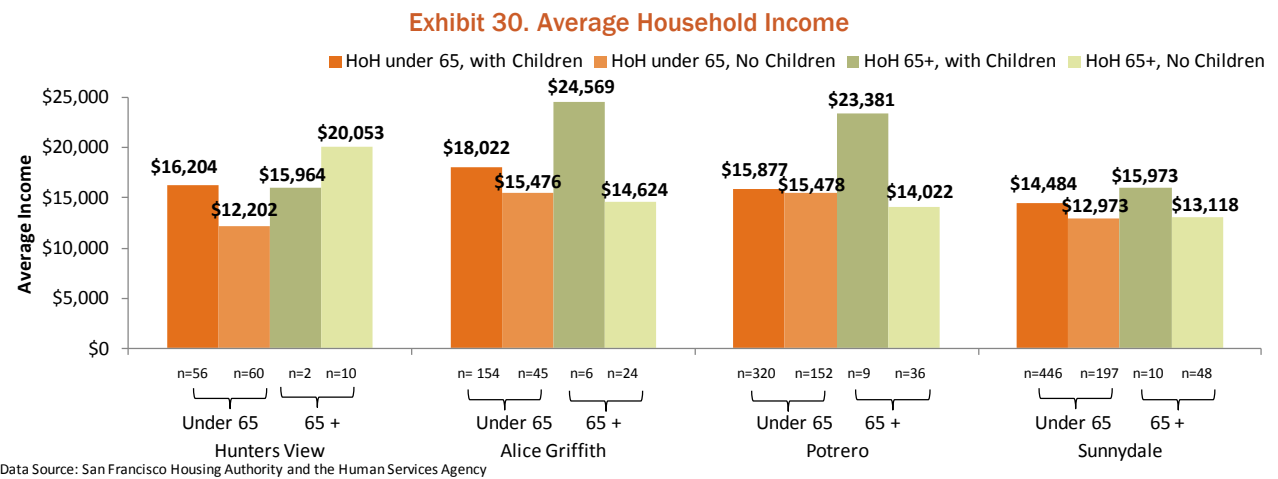
Document Review

- **Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond:** Emily Gerth, Senior Administrative Analyst at the San Francisco Human Services Agency (HSA), de-identified and merged the datasets that form the basis for some

sections of this chapter. She produced a report using these data, and shared the report with LFA Group.

- **Rebuild Potrero Community Building Initiative Report:** The Rebuild Initiative was developed in partnership between BRIDGE Housing Corporation, the developer leading redevelopment efforts at Potrero, and residents at Potrero Terrace and Annex.
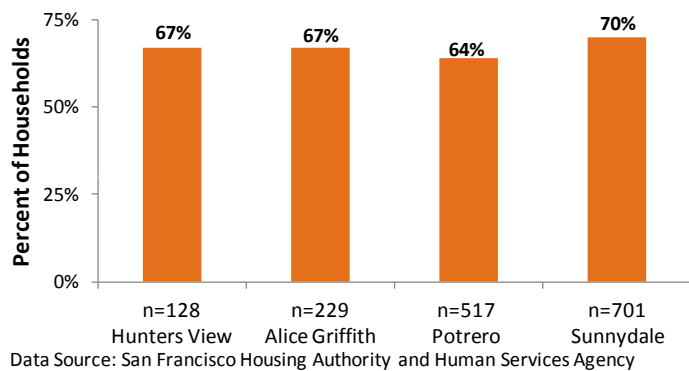
Income Levels

Exhibit 30 below shows average household income. Since households with and without children face different challenges, as do households headed by seniors and non-seniors, income is broken out by household type: (1) head of household under 65, with children; (2) head of household under 65, no children; (3) senior head of household, with children; and (4) senior head of household, no children.

Exhibit 30. Average Household Income

Data Source: San Francisco Housing Authority and the Human Services Agency

Most households are headed by those under 65, and very few households headed by seniors have children in the home. Of the households headed by those under 65, families with children in the home have slightly higher incomes than those without children, likely due to the benefits available to families with children.

No matter what the household type, average incomes are very low. Exhibit 31 shows the proportion of families living under the federal poverty level

Exhibit 31. Families Living below the Federal Poverty Line

Data Source: San Francisco Housing Authority and Human Services Agency

(with poverty level taking family size into account): at all sites, about two-thirds of families live below the poverty line. This is especially concerning since a federal-level poverty definition does not take into account the very high cost of living in San Francisco. (According to an MIT self-sufficiency calculator, the living wage in San Francisco for one adult and two children ranges from a low of $43,597 to a high of $90,158.)

Prospects for Improved Economic Outcomes: The Roles of Benefits and Earnings

A central goal of HOPE SF is to help residents move out of poverty. There are two ways of conceptualizing what it means to "move out of poverty:" economic self-sufficiency and economic well-being. Economic self-sufficiency is defined here as the ability for a household to have a decent standard of living (supported by housing subsidies), but *without* dependence on other public benefits (cash transfers, food stamps, and public health insurance). Yet economic self-sufficiency is not a reasonable goal for every family. For some families the goal should be economic well-being, which entails a decent standard of living in which income is supplemented by public benefits in addition to housing subsidies (just as seniors' income in the U.S. is supported partly by Social Security and Medicare).

Taking into account the fact families have differing likelihoods of moving toward economic self-sufficiency, it is helpful to begin by segmenting the population according to whether or not the household head is disabled (defined as "enrolled in SSI"). When household heads are disabled, self-sufficiency through earned income is almost certainly not an achievable goal. Exhibit 32 on the following page shows the total incomes for these two household types, and also the amount and percentage of income that comes from earnings, benefits, and other income sources (including unemployment insurance, childcare payments, pension payouts, business income, military pay, and other income sources not specified).
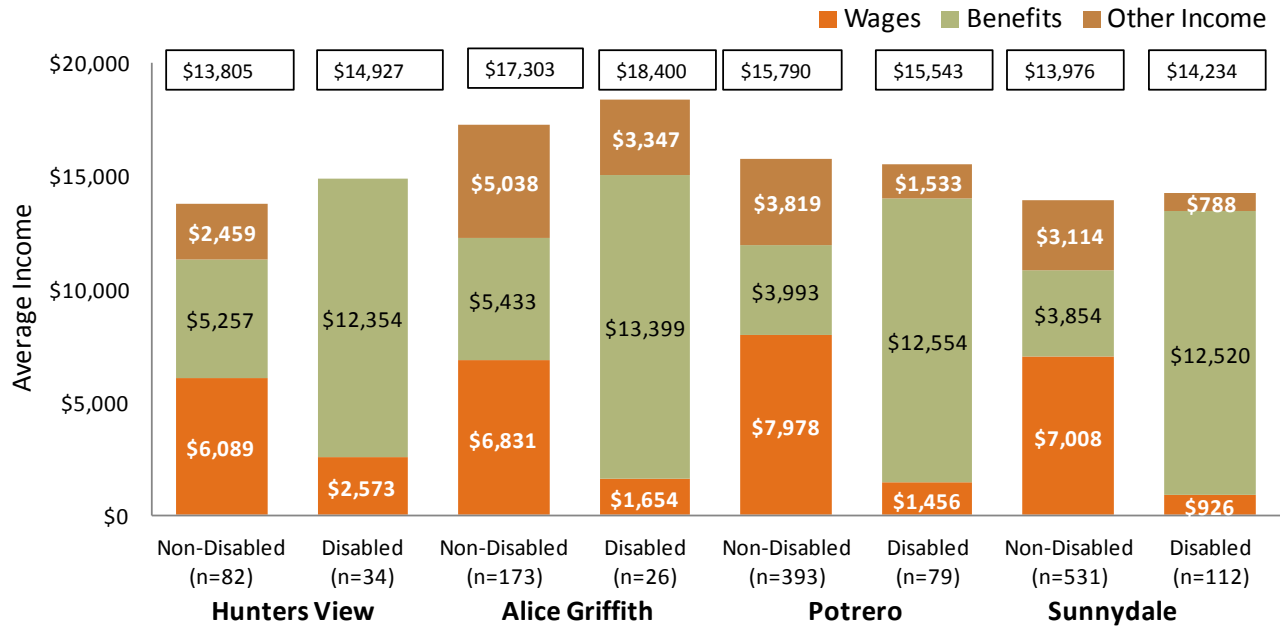
> **Benefits Definitions**
>
> **CalWORKS**: Administered by HSA, CalWORKS is California's version of the federal welfare-to-work program for low-income adults with dependent children. Clients receive a monthly cash grant funded in part by the federal government's Temporary Assistance for Needy Families (TANF) program.
>
> **County Adult Assistance Programs (CAAP):** Administered by HSA, 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.
>
> **Food Stamps**: Now known as Cal-Fresh, food stamps is a federally funded program administered by HSA that offers low-income families and individuals a monthly voucher that can be used to buy groceries, produce at participating farmers markets, and prepared meals at participating restaurants.
>
> **Supplemental Security Income (SSI):** SSI is a federal income supplement program designed to help aged, blind, and disabled people who have little or no income. It provides cash to meet basic needs for food, clothing, and shelter. Adults age 18 and older are considered "disabled" if they have a physical or mental impairment which: results in the inability to do any substantial gainful activity; and can be expected to result in death; or has lasted or can be expected to last for a continuous period of not less than 12 months.

These results (Exhibit 32) show that even when the head of household is not disabled, benefits account for a large proportion of total household income. For those families *without* household heads on SSI, the proportion of income accounted for by benefits ranges from 18% to 31%, and the proportion accounted for by wages ranges from 39% to 51%. Even though there are families without disabled households that are *less* dependent on benefits for their annual income, this still heavily depends on non-SSI benefits and economic self-sufficiency is not currently within their reach. When the head of household is disabled, the pattern is as might be expected: benefits make up a lion's share of income. Benefits income ranges from accounting for 73% (at Alice Griffith) to 88% (at Sunnydale) of total household income.

Exhibit 32. Income Sources by Household Type

	Wages	Benefits	Other Income

Hunters View
- Non-Disabled (n=82): $13,805 — $6,089 / $5,257 / $2,459
- Disabled (n=34): $14,927 — $2,573 / $12,354

Alice Griffith
- Non-Disabled (n=173): $17,303 — $6,831 / $5,433 / $5,038
- Disabled (n=26): $18,400 — $1,654 / $13,399 / $3,347

Potrero
- Non-Disabled (n=393): $15,790 — $7,978 / $3,993 / $3,819
- Disabled (n=79): $15,543 — $1,456 / $12,554 / $1,533

Sunnydale
- Non-Disabled (n=531): $13,976 — $7,008 / $3,854 / $3,114
- Disabled (n=112): $14,234 — $926 / $12,520 / $788

Data Source: San Francisco Housing Authority and the Human Services Agency

To dig further into the question of benefits income, LFA Group broke out the household types, again, into those with heads of household under 65 and 65+, with and without children. For these types, Exhibits 33-35 show the proportion and number of families receiving particular types of benefits income. (Because there are such small numbers of households with children in the home and with a senior head of household, results are not shown for this group's benefit types.) All benefit types are included for all households, even though certain household types are much less likely to have a certain benefit type. For example, CalWORKS is for families with children, so households without children are unlikely to have anyone living there on CalWORKS. Similarly, households with children are unlikely to have anyone living there on CAAP (which is for those without children), and households not headed by someone 65 or older are less likely to have anyone living there who receives Social Security.

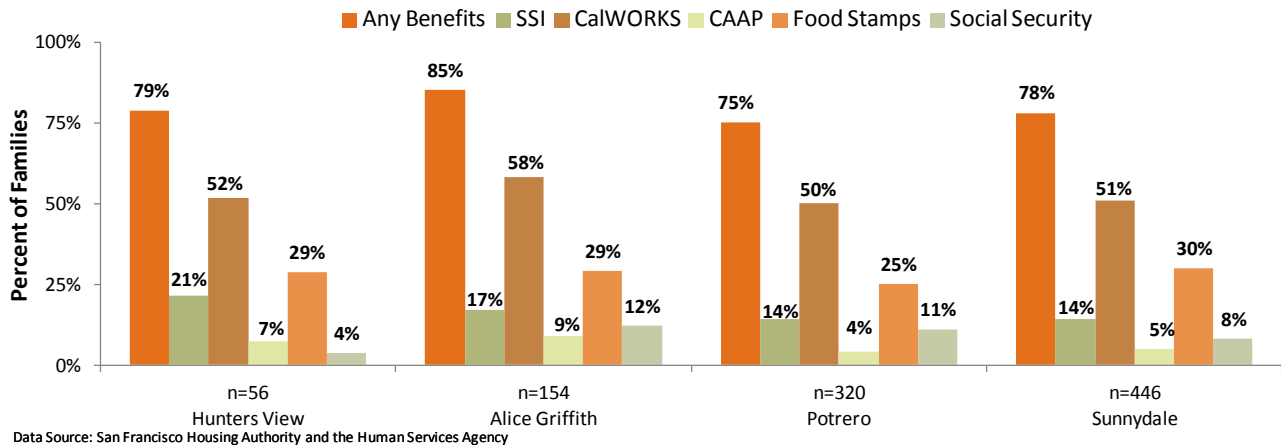## Exhibit 33. Head of Household under 65; Households with Children

Legend: Any Benefits · SSI · CalWORKS · CAAP · Food Stamps · Social Security

Hunters View (n=56): Any Benefits 79%, SSI 21%, CalWORKS 52%, CAAP 7%, Food Stamps 29%, Social Security 4%

Alice Griffith (n=154): Any Benefits 85%, SSI 17%, CalWORKS 58%, CAAP 9%, Food Stamps 29%, Social Security 12%

Potrero (n=320): Any Benefits 75%, SSI 14%, CalWORKS 50%, CAAP 4%, Food Stamps 25%, Social Security 11%

Sunnydale (n=446): Any Benefits 78%, SSI 14%, CalWORKS 51%, CAAP 5%, Food Stamps 30%, Social Security 8%

Y-axis: Percent of Families

Data Source: San Francisco Housing Authority and the Human Services Agency

Exhibit 34. Head of Household under 65; Household without Children

Legend: Any Benefits · SSI · CalWORKS · CAAP · Food Stamps · Social Security

Hunters View (n=60): Any Benefits 83%, SSI 43%, CalWORKS 3%, CAAP 37%, Food Stamps 47%, Social Security 13%

Alice Griffith (n=45): Any Benefits 73%, SSI 36%, CalWORKS 0%, CAAP 33%, Food Stamps 40%, Social Security 11%

Potrero (n=152): Any Benefits 76%, SSI 36%, CalWORKS 10%, CAAP 30%, Food Stamps 43%, Social Security 13%

Sunnydale (n=197): Any Benefits 73%, SSI 35%, CalWORKS 5%, CAAP 24%, Food Stamps 32%, Social Security 17%

Y-axis: Percent of Families

Data Source: San Francisco Housing Authority and the Human Services Agency

Exhibit 35. Head of Household 65+; Household without Children

Legend: Any Benefits · SSI · CalWORKS · CAAP · Food Stamps · Social Security

Hunters View (n=10): Any Benefits 100%, SSI 70%, CalWORKS 0%, CAAP 20%, Food Stamps 30%, Social Security 50%

Alice Griffith (n=24): Any Benefits 96%, SSI 63%, CalWORKS 4%, CAAP 4%, Food Stamps 8%, Social Security 63%

Potrero (n=36): Any Benefits 97%, SSI 69%, CalWORKS 0%, CAAP 3%, Food Stamps 8%, Social Security 61%

Sunnydale (n=48): Any Benefits 98%, SSI 69%, CalWORKS 0%, CAAP 2%, Food Stamps 8%, Social Security 46%

Y-axis: Percent of Families

Data Source: San Francisco Housing Authority and the Human Services Agency

Exhibits 33-35 show that when households are headed by non-seniors and there are children in the home, families most commonly receive benefits from CalWORKS, and much less frequently are on

disability. Individuals are eligible for CalWORKS only if they have children, so the high proportion of households with children is not surprising. What is interesting, however, is the fact that when heads of households have children, they are much less likely to be on disability than when they *do not* have children. This group may be, then, on the whole more poised to move toward self-sufficiency.
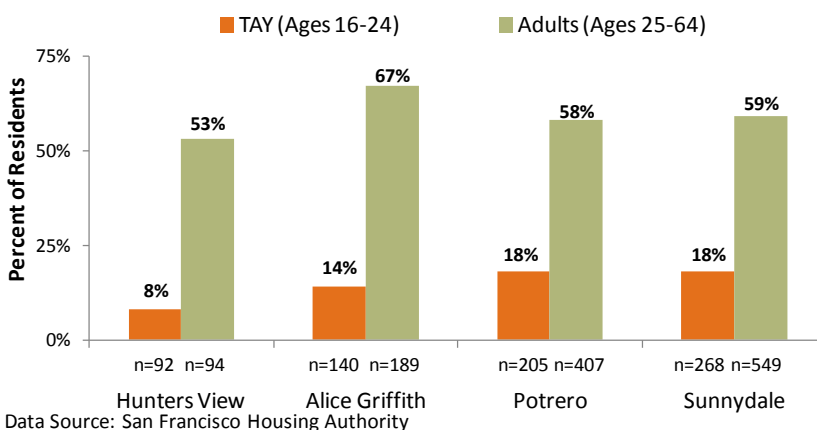
There is one last twist to the story of disability benefits and the segmentation of family types. It may be the case that some HOPE SF residents who are *not* on SSI are in fact disabled, and should become enrolled. The evidence for this hypothesis comes from the discrepancy between the percentage of residents who are on SSI, and the percentage of residents whom the Housing Authority has classified as disabled.[71]

Exhibit 36 shows that there are many residents at each site who are not enrolled in SSI, but who may in fact be disabled. Disability is a significant barrier to stable work. For this group, positive economic outcomes depend on proper benefits enrollment, rather than on an effort to enter the labor force.

Exhibit 36. Of the Residents not on SSI, Percent that the San Francisco Housing Authority Classifies as Disabled

Data Source: San Francisco Housing Authority

For families with household heads who are *not* disabled, employment may not be an easy solution, but it provides a clear path to moving above the poverty line. The table below shows data for families where the head of household is able bodied (not on SSI), and of working age. Compared to households where no one has employment income, when someone in the house *does* have employment income, that family typically has *more than double the income,* and is *less than half as likely to be living under the poverty line.* Some of the difference between households with and without employment earnings may be due to some households accessing the Earned Income Tax Credit (EITC: a tax credit available to working poor families which can augment income by several thousand dollars per year). However, data are not available on EITC, so the analysis for this report cannot test this hypothesis. Whether or not some of the between-group difference is due to the EITC, the results in Exhibit 37 suggest that HOPE SF's strategies continue to boost employment rates among residents, there will be steady growth in economic well-being. And for those families not already accessing the EITC, boosting employment rates will have an even larger payoff.

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[71] For more information, see the Employment chapter, where this issue is discussed in greater depth.

Exhibit 37. Families with Heads of Households under 65, and not on SSI

Site	In Households with Employment Income		In Households _without_ Employment Income	
	Average Household Income	Percent Living below Poverty Line	Average Household Income	Percent Living below Poverty Line
Hunters View (n= 28 & 54)	$22,146	32%	$9,480	85%
Alice Griffith (n=52 & 121)	$29,880	33%	$11,897	88%
Potrero (n=180 & 213)	$21,525	43%	$10,942	84%
Sunnydale (n= 207 & 324)	$21,869	39%	$8,933	92%

Data Source: San Francisco Housing Authority

In addition, if the results from Sunnydale are any indication, residents will respond well to programs providing information and resources that help families to increase their financial literacy. As families can take advantage of these, they can move into the financial mainstream, and increase their motivation to build assets.

Connecting to Public Benefits

Data from the household survey and on service connection show that residents are already very well connected to public benefits. At Hunters View, where service connection was taking place during the 10-11 fiscal year, only one person was referred to each of the following benefits: CalWORKS, food stamps, and CAAP.[72] In addition, when household heads were asked whether they knew where to go in order to apply for public benefits, 94% knew where to go, and only 4% did not.

Exhibit 38. Knowledge of Where to Apply for Public Benefits
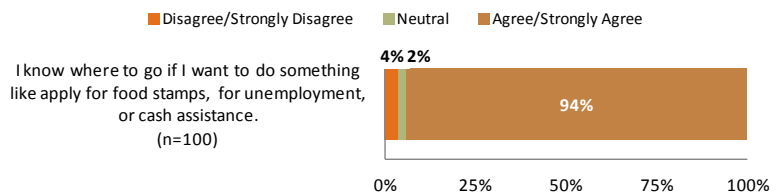
Data Source: Hunters View Baseline Household Survey

However, a gap in access to public benefits may yet remain. First, there is the issue discussed above of those who are not on SSI, but whom the SFHA classifies as disabled. Second, the data presented above on benefits by household type (Exhibits 33, 34, and 35) show that there are some families not connected to _any_ benefit (this is particularly true for families where the head of household is younger than 65). Is this a sign that people are living in even more dire poverty, completely disconnected from the safety net? It turns out that families without benefits fall into two sub-groups: they either are very poor _and_ disconnected from the safety net, or they have higher

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[72] There is no question on the needs assessment addressing first whether benefits are needed; presumably the need _and_ the referral are contained in the referral data.

incomes than the site average and so may not qualify for benefits (or feel that they do not need them). Those without benefits are *less* likely to be living below the poverty line than those *with* benefits (of families without benefits, the percentage living below the poverty line ranges from 50% at Hunters View to 58% at Alice Griffith). Although there are families in this group who do better than average, there are still families that are in difficult straits who need to be connected with benefits; hopefully since the 2010-2011 period, service connectors and/or community builders have been able to identify these households and connect them to services.

Hardship Levels

Data on household income are grim. What do they mean in the daily lives of families at the HOPE SF sites? Heads of household in Hunters View shared some of the consequences of extremely low incomes (Exhibit 39). In the last year, many families did not have enough to pay their bills, for medical or dental care, or their rent: 70% of household heads said that they were not able to pay bills, almost half postponed dental care, and almost one third postponed medical care or could not pay rent.

Exhibit 39. Financial Hardship for Families (Hunters View)

In the last 12 months...

Data Source: Hunters View Baseline Household Survey
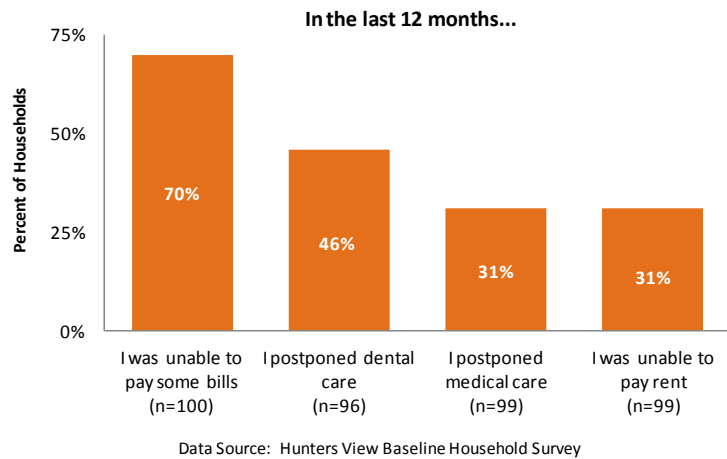
Additional data focusing on food security show that many families are going hungry (Exhibit 40). People have skipped meals (41%), and eaten less at each meal (31%). About half worried food would run out, and 62% got food from a church, food pantry, or food bank.

These results indicate that even with public benefits, families often do not have enough funds to get meet basic needs. Reaching the goal of economic self-sufficiency may be very challenging for these families in the redevelopment time frame.

Exhibit 40. Food Insecurity for Families (Hunters View)

In the last 12 months...

Data Source: Hunters View Baseline Household Survey

Financial Literacy

Low-income individuals often do not participate in mainstream financial instruments such as checking or savings accounts, which leaves them with fewer financial options. They might be vulnerable to predatory lending practices (such as payday loans), and will have to pay expensive fees for check-cashing services. Opening checking and savings accounts are important to financial health, and those with savings accounts are much more likely to begin building assets.

Needs assessment data at Hunters View and Alice Griffith show that sizable minorities actually do participate in standard financial instruments, although a greater percentage of people use check-cashing services (Exhibit 41).

The data also show residents are more likely to use check-cashing services when they have *neither* a checking *nor* a savings account. As residents benefit from programs designed to support them in standard banking, the rates of check-cashing use may decline, and residents will be able to avoid the types of exorbitant fees that are charged for non-standard banking.

Exhibit 41. Participation in Standard Financial Instruments

Site	Percent of Residents who:		
	Have a Savings Account	Have a Checking Account	Use Check-Cashing Services
Hunters View (n=88)	28%	32%	53%
Alice Griffith (n=90)	34%	34%	38%

Data Source: TAAG

Exhibit 42. Use of Check-Cashing Services

Site	Percent who Use Check-Cashing Services	
	Of Residents with a Checking or Savings Account	Of Residents without a Checking or Savings Account
Hunters View	17% (n=30)	74% (n=57)
Alice Griffith	26% (n=31)	47% (n=47)

Data Source: TAAG

The HOPE SF sites are providing services to residents to help build their financial literacy and support them to use mainstream financial instruments such as savings and checking accounts. These types of services have been provided at all sites: service connectors have brought them to Hunters View and Alice Griffith; community builders have brought them to Sunnydale and Potrero.

Exhibit 43. What's Working: Transitional Employment at Hunters View

The financial education program at Sunnydale has been especially successful. As part of a community building activity, the Bank of San Francisco collaborated with staff on site to work with residents around financial literacy. At one program, 32 residents participated, and staff documented the following outcomes:

- 100% of participants reported an increased understanding of basic banking, credit, and savings
- 75% opened a checking account for the first time
- 50% opened a savings account
- 100% signed up for free tax services
- 67% requested assistance working with SFHA on back rent issues

Data Source: Rebuild Potrero Community Building Initiative Report

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Recommendations

San Francisco has made a strong and visible political commitment to ensuring that this revitalization efforts benefits *current* residents; redevelopment can often simply leave residents behind or push them out. All stakeholders are determined to make good on this promise, and are designing – and constantly improving upon – strategies with this ultimate goal in mind. This

chapter concludes with some recommendations for where to focus in improving the economic circumstances of HOPE SF residents.

- **Segment the population of households, acknowledging that different sets of goals are appropriate for each segment.** Some families will be able to move toward economic self-sufficiency, but for other families this is not a realistic goal. First, families headed by seniors will continue to rely on public benefits (as do senior families in the United States as a whole). Seniors will draw on social security, SSI, and Medi-Cal; these are benefits (social security in particular) designed to ensure that all seniors do not fall into poverty. Second, the families headed by those under 65 should be divided into several segments based on two main factors: disability and length of disconnection from the labor force. For those who are healthy and who have recent or current job experience, the path to self-sufficiency depends largely on employment. However, when heads of households are disabled, moving them into opportunity-rich employment may be only a very long-term goal – and perhaps not attainable at all. For this group, the goals should be: (1) ensure that those who can qualify for SSI become enrolled; (2) support the welfare of disabled adults through benefits enrollment and service access; and (3) focus on the educational attainment of the youth in the household, preparing them to escape intergenerational poverty through post-secondary success.

- **For those who are not on a near-term path to stable employment, strategies should focus on supporting good health.** Some residents need to concentrate on building a sound basis of good health before moving on to other goals. This is not to say that they should be *discouraged* from pursuing other goals. On the contrary: sometimes other goals (such as landing and holding down a job, or supporting children to do better in school) can become a strong motivation for improving one's mental and physical health. However, the primary focus of intervention should aim for health improvements. Once good health has created a foundation of well-being, residents can be more strongly encouraged to take advantage of the employment programs that are offered as part of HOPE SF. In addition, good health for the whole family can support employment outcomes: adults are more likely to become employed and keep their jobs when they are not needed at home to care for an ill or disabled family member.

- **HOPE SF should integrate into its partnership organizations that offer Earned Income Tax Credit (EITC) services.** Literature has established that the EITC is a powerful anti-poverty tool.[73] Low-income working families with children can receive a tax credit worth thousands of dollars from the federal government.[74] Working with families to ensure that those eligible receive tax credits they are entitled to will boost annual income significantly. In addition, the EITC has also been shown to be an effective incentive to work – so marketing this service may mean a higher rate of residents entering the labor market.

- **Those working on service connection at the sites should continue to refine their approach, perhaps learning from others who have helped to design similar models.** The service connection model in use at HOPE SF sites is asset-based, working with individuals and families to help them to develop their own goals and plans (rather than decide on plans for

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[73] Holt, S. 2006. *The Earned Income Tax Credit at Age 30: What we Know.* Washington DC: The Brookings Institution.

[74] Tax filers without children can receive the EITC as well, but the payments are much lower, capping out at less than $500.

them, as is common in traditional case management models). Service connectors may be interested in meeting and sharing with others who have developed approaches similar to HOPE SF approach. For example, program innovators in the workforce development field have recently been experimenting with a "coaching" model, in which job-seekers form their own goals and meet with coaches who support them in drawing on their own resources to achieve them. The idea of coaching can appeal to men (and young men in particular) because it evokes a sports metaphor, rather than the metaphor of being "managed."[75] Another example is the Family Improvement Initiative (FII) profiled recently by the Stanford Center on Poverty and Inequality. When families join the FII, staff members work with them to help them decide on their own goals and plan, but are explicitly enjoined from advising them. Families receive fellowships and small cash incentives (around $25) for reaching specific plan milestones. Families also join networks of others in the FII, so that there are others working toward similar goals, whom they can turn to for help. A recent evaluation of families in Oakland showed that average income had increased 23% in the two years since joining the FII.[76]

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[75] Marano, C., "Case Study: A Career Ladder Collaboration in the Health Care Sector: Bridges to the Future," National Network of Sector Partners (2003).

[76] Bruak, E. (2011) Family Independence Initiative. *Pathways:* Summer: 27-28.

B. Strategies to Serve Residents

Recent revitalization research has demonstrated that the physical transformation of low-income public housing sites alone is insufficient to change neighborhoods or family and child outcomes. To achieve real change, HOPE SF is implementing intensive human capital development strategies to ensure that families – rather than buildings – are at the heart of the transformation of these neighborhoods. To attain its goals for vibrant, mixed-income communities, HOPE SF is working to create a bridge between the immediate needs of existing public housing residents and the future needs of an economically diverse community. Two key strategies – community building and service connection – build this bridge and serve as catalysts for extensive and long-lasting community change. These two strategies are foundational to HOPE SF and will significantly contribute to its success.

Exhibit 44. HOPE SF Service Strategies during Fiscal Year 2010-2011

Site	Strategy	Contractor	2010-2011 Core Activities[77]
Hunters View	Service Connection	Urban Strategies[78]	• Needs assessment • Family plans • Referrals • Follow up • Focus on jobs, housing • Community events • Resident leadership
Alice Griffith	Pre-Service Connection/ Service Connection	Urban Strategies	• Outreach and engagement • Computer lab • Community events
Potrero	Community Building	BRIDGE Housing	• Gardening programs • Community building • Healthy generations • Young Men's Group • Outreach for key services and programs
Sunnydale	Community Building	Mercy Housing California[79]	• Safety activities • Financial literacy • Outreach for key services and programs

Data Source: "Resident Services Update & Funding Request," HOPE SF Steering Committee, January 2012

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[77] Additional Core Activities completed during Fiscal Year 2011-12: Partnerships for Federal Funding (Alice Griffith) and Case Management through Bayview YMCA (Sunnydale).

[78] In Fiscal Year 2011-12 a partnership between Urban Strategies and Bayview YMCA was established.

[79] In Fiscal Year 2011-12 a partnership between Mercy Housing California and Bayview YMCA was established.

As shown in Exhibit 44 above, the four sites are at different phases in the rebuilding and revitalization process: Hunters View and Alice Griffith are targeting efforts around service connection, and Potrero and Sunnydale are focusing on community building efforts. Although the sites are at varying stages, each site has or will have the following components:

- **Community Center.** This is a physical hub in the community for those interested in information about redevelopment or about available services. Community Centers also house neighborhood resources such as computer labs and meeting space.
- **Community Building Team.** Community builders act as a liaison between property managers and residents; engage residents in all aspects of planning for the rebuilt community; facilitate ongoing community building activities; and develop and maintain relationships with HOPE SF agencies and community partners.
- **Service Connector Team.** Service connectors are trained social work professionals charged with identifying individual residents' needs and helping them to access and utilize existing services. The service connector-to-resident ratio is 1:50. After conducting initial household needs assessments, service connectors refer families to community-based organizations and city agencies that can help address each family's specific needs. Service connectors also conduct follow up to monitor service enrollment and progress with services. They also help address evolving needs by providing additional supports such as communication with city agencies, transportation services, and interview preparation. Finally, service connectors are the primary entry point for construction-related job referrals for positions generated by site-based construction.
- **Service Network.** The network is composed of local community-based organizations committed to closing the information and opportunity gap experienced by residents. The purpose of the network is to facilitate referrals and service provision for residents and to support members by enhancing communication and sharing best practices.

The following chapters provide a summary of the initiative's progress during the 2010-2011 fiscal year in each of the following areas:

Community Building
- Implementation of community building efforts at each of the four HOPE SF sites;
- Characteristics of social connection and community engagement at Hunters View; and
- Progress of leadership development and the Leadership Academy, in particular.

Service Connection
- Status of service connection implementation and available services;
- Progress of the needs assessment at Hunters View and Alice Griffith; and
- Service referrals and referral follow-through at Hunters View.

i. 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.

Key Community Building Indicators at Baseline

The table below provides an overview of key community building indicators for HOPE SF to track over time. These data also appear later in the chapter and are provided here as a snapshot for reference. We see that residents' sense of social efficacy is not strong.

HOPE SF is working to bring about changes in these indicators. For each indicator, the intended outcome is an increase: residents will experience stronger feelings influence over their neighborhood, an increase in their sense of problem solving among neighbors, and greater trust in the city and their neighbors. The evaluation will track changes over time as the revitalization progresses, and will capture these data through baseline and follow-up Household Surveys at the four sites.

Key Indicators	Hunters View	Alice Griffith*	Potrero**	Sunnydale**
1) Percent of Residents who Believe People in their Community have Influence over what the Neighborhood is Like	48%	N/A	N/A	N/A
2) Percent of Residents Who Report that when there are Problems in the Neighborhood, the People who live there can get them solved	29%	N/A	N/A	N/A
3) Percent of Residents who Report Trust in their Neighbors	15%	N/A	N/A	N/A
4) Percent of Residents who Trust that San Francisco Officials have their Community's Best Interests at Heart	37%	N/A	N/A	N/A

*Information is available from a household survey implemented in April through May 2012 and the results will be addressed in next year's evaluation report.
**Resident household survey data is not available.

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.[80] To provide a picture of community building at each site, this chapter:

- Describes the community building framework;
- Provides a summary of community building efforts that have taken place at the four sites and that continue to be implemented;
- Presents results of the Hunters View Baseline Household Survey, focusing on two outcomes meant to result from community building: (1) feelings of social connection among neighbors and (2) community engagement; and
- Discusses the progress of developing resident leaders.

Methods

Methods and data sources relevant to understanding the community building picture for HOPE SF residents are briefly profiled below. For a more comprehensive description of the methods, please see Appendix A.

Key Informant Interviews

- **Key Informant Interviews:** LFA Group conducted interviews with several individuals in leadership positions within HOPE SF to gather their perspectives and insights into the progress of the initiative.

Household Survey

- **Hunters View Baseline Household Survey:** Hunters View residents shared their thoughts about the rebuilding and revitalization through a household survey that LFA Group administered in the fall of 2011. At the time of baseline data collection, 128 households were available and 102 households completed the survey for an 80% response rate.

Document Review

- **HOPE SF Task Force Recommendations:** The Campaign for HOPE SF convened three task forces to provide recommendations on how the Campaign should invest its funds in three areas of focus: education, health, and employment. Each task force consisted of individuals with topic-area expertise from both the private and public sectors.
- **HOPE SF Service Connection Plan**: The city of San Francisco produced the Service Connection Plan in January 2009 to document the city's plan to connect residents to services during redevelopment of the HOPE SF sites.
- **Rebuild Potrero Community Building Initiative Report:** The Rebuild Initiative was developed in partnership between BRIDGE Housing, the developer leading redevelopment efforts at Potrero, and residents at Potrero Terrace and Annex.

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[80] 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.

The Community Building Framework

Each site has its own developer (see Exhibit 45 for a list of developers by site). Developers are responsible for hiring and placing community builders who can launch into the multiple phases of the community building strategy.

Exhibit 45. 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[81]

The community building approach can be broken down into two distinct phases of work:[82]

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.[83] Over the course of the first two phases, community builders often support such activities as:

- Convening residents and neighbors to offer feedback on site plans and create a vision for their neighborhood
- Partnering with community-based organizations to initiate neighborhood improvement projects
- Organizing leadership development opportunities
- Staffing the Resident/Tenants Association
- Developing and facilitating a Neighborhood Watch group
- Coaching youth sports leagues

By offering positive community activities and events, community building efforts organize and empower residents to take ownership and leadership in their community. Resident participation and engagement in community building activities also can foster positive reciprocity, which can build strong and cohesive neighborhoods.

Unfortunately, the successful implementation of community building strategies has been severely challenged by shrinking budgets in the Great Recession. Reductions in funding inherently constrain

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[81] As previously noted, in Fiscal Year 2011-12 a partnership between Mercy Housing and Bayview YMCA was established for community building services.

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

[83] The city and county of San Francisco is committed to initiate service connection one year prior to reconstruction at each site.

programming and undermine the nimbleness of plans that can enable programs to engage in creative opportunities that align with the needs of the community. With less-than-adequate program funding for an initiative component designed to engage residents, promote safety, support resident skill development and enhance social cohesion among neighbors, the community building strategy suffers and thus does the potential of the initiative as a whole. While all four sites are engaged in community building efforts, they have not had the opportunity to reach their full potential with the budgets available; nonetheless, great strides have been made to date.

Community Building in Practice

HOPE SF stakeholders are interested in understanding the breadth and depth of community building activities, residents' level of engagement in those activities, and factors that support high-quality implementation of community building activities. Because HOPE SF is still in an early stage, some critical community building questions cannot yet be answered. Those that can be addressed at this stage are discussed below.

Community Building at Hunters View and Alice Griffith

A critical step in the community building process is the establishment of a community center that can effectively serve as a hub for programming and a space where residents can safely congregate. At Hunters View and Alice Griffith, community centers (also known as "Opportunity Centers," opened as part of the Communities of Opportunity initiative that pre-dated HOPE SF) were established to ensure community building teams at each site could maintain a regular physical presence and operate out of their respective sites. Each team was able to use the community center as a service location where they could work to address the following responsibilities:

- Forging relationships with and facilitating a sense of community among residents;
- Developing community-organized activities located at the Opportunity Center to establish relationships among neighbors and with community builders; and
- Establishing and maintaining partnerships with local community providers aiming to create positive impact in the neighborhoods and for residents.

Hunters View

Community building at Hunters View is focused on engaging residents in discussions about issues facing the Hunters View community and identifying ways in which residents can advocate for themselves and for their neighborhood. Urban Strategies is leading the community building programming and has worked to implement the following community building activities:

- **Youth Advisory Council**: The Council is composed of youth and young adults at Hunters View. The objective is to engage youth around topics such as family strengthening and leadership development, while addressing important community needs.
- **Job Training and Employment Support:** This program takes place every Wednesday and is provided through collaborative efforts with multiple city partners. The objective of the program is to guide residents toward self-sustaining work, while offering customized support to address individual needs.
- **Monthly Revitalization Meetings:** Meetings are held every third Thursday of the month to inform residents of the progress of the redevelopment, recognize and address residents' questions or concerns, and generate practical next steps.
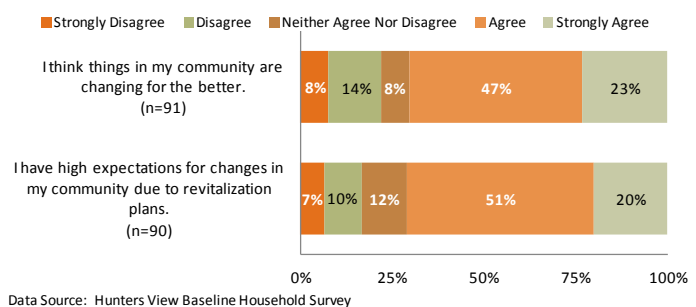
- **Weekly Project Updates for Residents:** Updates are generally shared in meetings with residents every Wednesday at 1:00 pm and cover topics such as construction, programming, program schedules, upcoming activities and events; unfortunately, the updates are not developed and disseminated on a regular basis, and the meetings are not held consistently.

Revitalization Meetings

Insight into residents' and surrounding neighbors' levels of engagement in community building activities is an important indicator of the success of community building models. Unfortunately, many of these data are currently unavailable for baseline reporting; however, Hunters View residents' perspectives about revitalization meetings and the initiative as a whole are accessible through the baseline household survey conducted for the evaluation.

The vast majority of residents agree that "things in their community are changing for the better." They also have high expectations for how HOPE SF will impact their communities. In general, residents report that things are improving for their community, with 70% feeling optimistic about the changes.

Exhibit 46. Hunters View Residents' Expectations of HOPE SF

Legend: Strongly Disagree, Disagree, Neither Agree Nor Disagree, Agree, Strongly Agree

I think things in my community are changing for the better. (n=91): 8% | 14% | 8% | 47% | 23%

I have high expectations for changes in my community due to revitalization plans. (n=90): 7% | 10% | 12% | 51% | 20%

Data Source: Hunters View Baseline Household Survey

While the majority of residents are hopeful about HOPE SF and the way in which the initiative is impacting their community, there also are residents who express low expectations. Future focus groups with residents will provide additional detail about possible contextual factors that influence residents' perspectives.

Eighty-nine percent of Hunters View residents know about the revitalization and rebuilding that is taking place on site and 84% know about the neighborhood revitalization activities (such as the monthly revitalization meetings). While *knowledge* of revitalization meetings is a valuable indicator of engagement in community building efforts, *participation* in these meetings would shed light on residents' actual level of engagement. The evaluation team expects participation-level data to be available in 2013.

Of the residents who have ever attended a revitalization meeting, seven in ten (70%) look forward to the meetings and the same percentage (71%) report that the meetings keep them informed of what is happening in their neighborhood. While residents appreciate the revitalization meetings, a third (33%) do not believe that their community has a voice in the revitalization plans. Interestingly, perspectives do not vary by household composition (whether they have

Exhibit 47. Hunters View Residents' Satisfaction with Neighborhood Revitalization Activities

Legend: Strongly Disagree, Disagree, Neither Agree Nor Disagree, Agree, Strongly Agree

I look forward to more monthly revitalization meetings. (n=56): 9% | 7% | 14% | 61% | 9%

The event(s) made me feel good about plans for changes in my community. (n=56): 11% | 13% | 11% | 57% | 9%

I feel that my community has a voice in the revitalization plans. (n=55): 13% | 20% | 13% | 46% | 9%

The event(s) informed me of what's going on in my neighborhood. (n=56): 13% | 5% | 11% | 66% | 5%
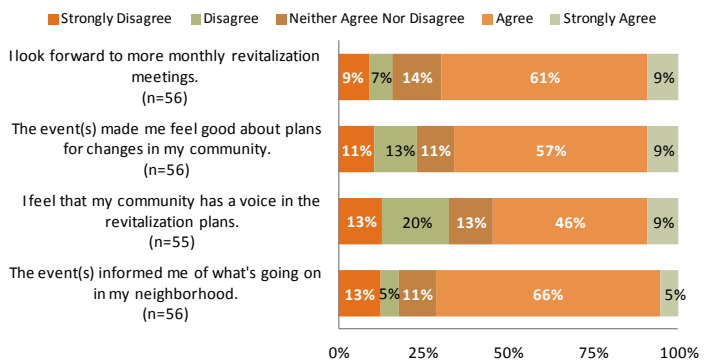
Data Source: Hunters View Baseline Household Survey

children 18 and under), the amount of time they have lived in public housing, or the amount of time they have lived at Hunters View.[84]

Alice Griffith

Urban Strategies is leading community building programming at this site as well and has worked to implement the following community building activities at Alice Griffith:

- **Youth Advisory Council**: The Council is composed of youth and young adults at Alice Griffith. The objective is for youth to develop a vision for the council as well as strategies for the Alice Griffith Safety Committee.
- **Events with the Alice Griffith Tenants Association (AGTA):** Community builders are coordinating and collaborating with AGTA on events such as toy drives and dinners.
- **Monthly AGTA Meetings:** The AGTA meets the first Thursday of every month and revitalization is a standing agenda item. These meetings provide Urban Strategies with an opportunity to disseminate and discuss information about the revitalization process to keep residents informed.
- **Bi-Weekly Meetings with AGTA**: Urban Strategies facilitates meetings with the AGTA to discuss aspects of resident leadership development including: (1) community safety; (2) outreach and engagement strategies; and (3) emerging community needs.

Currently, a targeted focus on service connection is driving the majority of work at Alice Griffith, while previously established community building efforts are supported and maintained by staff. Urban Strategies continues to make progress with community building activities that involve the AGTA, but staff is primarily working to connect residents to needed services such as employment opportunities and self-sufficiency resources.

Community Building at Potrero and Sunnydale

Below is a summary of key community building highlights from Potrero and Sunnydale, where community building is in full implementation.

Potrero

BRIDGE community builders at Potrero have had ongoing success with the level of engagement among the resident community. Much of this success can be attributed to the inclusive and transparent community building strategy that is employed on site. The BRIDGE community building approach employs an asset-based model that focuses on the community's capabilities and opportunities rather than its problems and deficiencies. The asset-based strategy invests in community members, community institutions, and existing resources to create processes that can harness the collective power of the community while creating structures that are sustainable.

Prior to implementation of any programming, community builders initiated activities that responded to Potrero's existing assets. Community builders worked to develop relationships with residents rather than launch programs without resident buy-in. Through a series of "Get

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[84] Household Survey data can only be broken down by household composition, length of time in public housing, and length of time in the specific development. Variables such as age, income, gender, or employment status are only available through administrative datasets. These datasets cannot be matched to Household Survey data for confidentiality purposes.

Togethers," residents and community builders worked to: (1) identify existing community resources; (2) prioritize community building activities; and (3) build and develop relationships with each other. These events also created a space for residents to reflect on their own skills and their capacity to impact their community. As a result, the community as a whole identified specific opportunities for change and made suggestions about what activities could work in the context of the Potrero neighborhood. This asset-based strategy helped develop an active community base that continues to hold ownership and responsibility over community building activities. Current community building initiatives include:[85, 86]

- **Community Building Group:** The group focuses on community activities and events for residents and members of the surrounding neighborhoods to participate in discussions about the rebuilding and revitalization process. The group is composed of approximately 30 individuals representing a cross-section of the neighborhood. Meetings are held every other month to share updates about the community building efforts, plan for future community building events, and provide a social space for regular interactions among members of the community.

- **Young Men's Group:** The group is based on the WAY program (Work Appreciation for Youth), and mentors and supports life skill development among boys and young men between the ages of 14 and 25 years to guide them toward a successful future. The program involves regular one-to-one meetings and youth participation in monthly workshops focused on specific skill development.

- **Healthy Living Program:** The program works to increase awareness about healthy living practices while providing physical opportunities in which residents can engage. A sample program is the Walking Club that meets twice a week to complete a 30-minute loop around the housing development. The walk serves as a visible example of healthy activities and exercise.

- **Community Garden Program:** Every Wednesday, residents have the opportunity to visit the on-site garden to harvest its fruits and vegetables. In addition, barrel gardens allow residents to garden right at their doorstep. Gardening offers residents a chance to engage in positive shared experiences with one another.

- **Zumba Class:** The weekly Zumba class is offered to residents every Monday evening for an hour.

Previous community building initiatives have included:

- **Oral History Project**: The project was developed to commemorate the histories of residents living in Potrero. It was implemented in partnership with the Potrero Hill Archives Project and the Bayview Hunters Point Center for Arts and Technology (BAYCAT).

- **Dream Box Project**: Developed to encourage members of the community to write down their dreams and hopes for the community and place them in boxes located throughout the neighborhood. Hundreds of dreams were collected and printed on banners that hang at the site.

The following community building achievement highlights (available through reports submitted to the Mayor's Office of Housing) provide insight into the progress made at Potrero during the 2010-2011 fiscal year:

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[85] Rebuild Potrero, *Current Programs,* http://www.rebuildpotrero.com/wordpress/?page_id=32 *(*May 4, 2012).
[86] "Rebuild Potrero Community Building Plan."

Established Community Building Operations

- Hired a qualified senior community builder from within the community, a junior community builder, and a jobs specialist
- Delivered and implemented a community building plan addressing high impact activities for engaging current public housing residents of the Terrace and the Annex

Residents Participated in Community Building Planning Activities

- 40 residents participated in planning the proposed community facilities
- 50 residents participated meetings for the Community Building Group which plans community-wide events and integrates surrounding neighborhoods into the rebuilding process
- 175 residents and neighbors participated in an all-day community visioning event
- 10 meetings and forums were held to discuss best practices and refinement of the HOPE SF program

Residents Participated in Community Health and Social Activities

- 15 residents participated in planning, building and maintaining the community garden (community garden includes barrel gardens for individual households)
- 150 residents participated in the Healthy Living Program that includes healthy cooking classes, education and exercise
- 32 residents participated in the Healthy Lifestyle Class (which serves as a nutrition class)
- 8 residents have engaged in group exercise activities such as the weekly walking club
- 15 residents participated in a young men's group that address issues affecting young men in the community

Residents Participated in Leadership Training

- 7 leadership training sessions were provided for existing and emerging adult leaders (as part of the HOPE SF Leadership Academy)
- 4 youth were identified and recruited to participate in the Youth Leadership Academy

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Exhibit 48. What's Working: Potrero Get Togethers

A community-wide Get Together was held on January 29, 2011. The event, "Unite Potrero: A Community-Wide Get Together," provided a unique opportunity to bring together residents from all over Potrero Hill in a fun, constructive and interactive dialogue about their community. Approximately 15-20 people participation on the planning committee and 50% were Potrero residents. The planning committee met five times in the two months preceding the event and worked to ensure it was well organized, well publicized, and well attended by members of the Potrero Hill neighborhood community.

The Potrero Get Togethers offer community builders an opportunity to build relationships with members of the community, identify potential resident leaders, and strengthen a support base for future community building activities.

Sunnydale

Mercy Housing and Related California community builders have worked to create an open and welcoming space for residents and neighbors to learn about the planning process and share their suggestions about community building activities and redevelopment plans. The Mercy team has engaged in efforts that position them to create services and plans that are thoughtful and address

the immediate and future needs of residents, while positioning Sunnydale for long-term sustainability. Current community building initiatives at Sunnydale include:[87, 88]

- **Studio Mondays:** Young adults and children have an opportunity to produce CDs with songs they have written about their community.
- **Youth Leadership Academy:** The Academy offers Sunnydale teens an opportunity to identify and develop plans that can help improve their community.
- **Youth Video Project:** During this class, Sunnydale youth learn how to document the history of their community.
- **Adult Leadership:** The program works with residents to support their leadership development, and empowers them with the tools and leadership skills to address issues in their community.
- **Crime and Violence Prevention:** A Safety Committee made up of community-based organizations supporting efforts to combat crime and violence in the neighborhood was developed as part of the initiative. Activities focus on providing residents with the necessary tools to take an active role in improving the community's response to crime and violence.

The following community building achievement highlights (available through reports submitted to the Mayor's Office of Housing) provide insight into the progress made at Sunnydale during 2010-2011 fiscal year:

Residents and Neighbors Participated in Community Building Planning Activities
- 147 residents attended three planning meetings held to discuss issues including public facility needs and progress of the development.
- 10 neighborhood residents (who are not public housing residents) attended planning meetings

Residents and Community Neighbors Participated in Financial Services Activities
- 10 neighborhood residents (who are not public housing residents) attended financial education sessions
- 32 Sunnydale residents attended the first series of a four-session financial education program offered in collaboration with Bank of San Francisco
  - 100% of participants reported an increased understanding of basic banking, credit, and savings
  - 75% opened a checking account for the first time
  - 50% opened a savings account
  - 100% signed up for free tax services
  - 67% requested assistance working with San Francisco Housing Authority (SFHA) on back rent issues
- 50 residents attended the second and third series of the financial education program
  - 100% of participants opened a checking account

Community building at Sunnydale is creating a space for conversations about improving the safety of the community, and opportunities for residents to learn about financial practices. One hundred

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[87] Mercy Housing California, *Sunnydale Revitalization Project Update,* http://www.mercyhousing.org/Page.aspx?pid=452 (June 1, 2012).
[88] Currently, there is not an elected or consistently available resident group for Community Builders to partner with.

forty-seven residents have attended meetings to discuss the current facilities and progress of the development and 10 neighborhood residents from outside the development are attending planning meetings a well. The cumulative number of participants attending these meetings is a strong indicator that there is interest among community members to stay informed about the development process. The evaluation team expects that the number of engaged residents and neighborhood residents will continue to climb as Sunnydale progresses through its community building strategies.

The community building model is a critical strategy for engaging residents and connecting them with needed services. As implementation progresses, it will be important to focus on the community building approaches that are unfolding at each site and the contextual factors impacting community building efforts. Current data present community building as being relatively unique at each site and the evaluation team is curious to uncover how community builders see themselves and their work fitting within the larger context of HOPE SF: are they implementing a model that is completely unique to their site, or are they following an initiative-wide model and customizing as appropriate?

Social Connection and Community Engagement at Hunters View

One goal of community building is to increase social connection at the sites: to strengthen networks and the sense of trust among neighbors, as well people's engagement with their communities. The baseline survey conducted at Hunters View provides an opportunity to see a snapshot of social connection and community engagement at that site in 2011. From the survey results, it is evident that residents in general have deep emotional ties to the community, but their trust in their neighbors is somewhat tenuous, and a minority of people have extensive networks they can mobilize to get their needs met. A surprising finding is the level of trust that residents express in San Francisco's public institutions; the average ratings are relatively high.

Community Attachment

Residents participating in the Hunters View baseline household survey shared their feelings of attachment with the surrounding communities. A large majority, 84%, would miss San Francisco "Some" or "A lot" and 59% would miss the Hunters View development if they moved from San Francisco. Many of the residents have deep ties to the development: one quarter of residents have called Hunters View home for 30 years or more, and residents have resided at the development an average of 21 years.
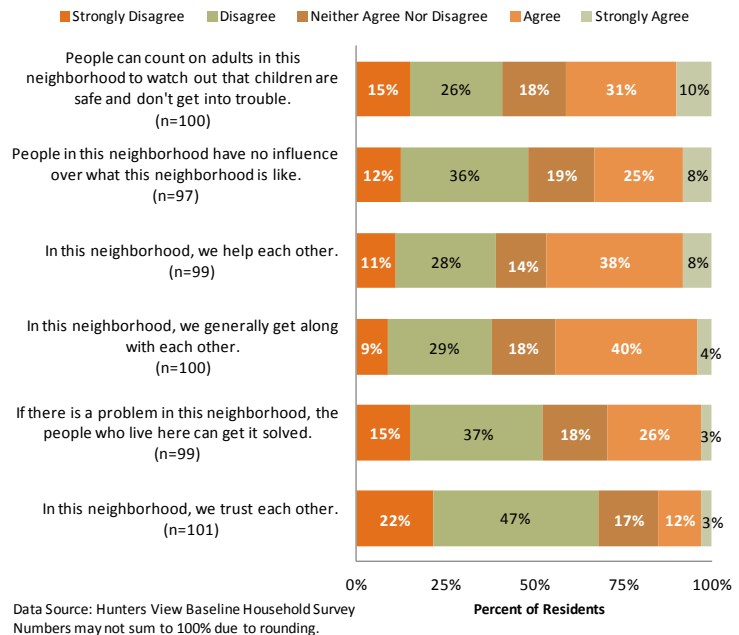
Exhibit 49. Hunters View Residents' Attachment to Where They Live

Legend: Not at all | A little | Some | A lot

Question	Not at all	A little	Some	A lot
How much would you miss the city of San Francisco? (n=102)	10%	7%	7%	77%
How much would you miss Hunters View? (n=100)	20%	21%	14%	45%
How much would you miss the neighborhood of Bayview Hunters Point? (n=102)	21%	18%	19%	43%
How much would you miss your neighbors? (n=102)	17%	22%	27%	35%

Percent of Residents

Data Source: Hunters View Baseline Household Survey
Numbers may not sum to 100% due to rounding.

Trust among Neighbors and Sense of Social Efficacy

As shown in Exhibits 49 and 50, nearly two-thirds (62%) of residents would miss their neighbors "Some" or "A Lot," but when asked explicitly about their levels of trust in each other, only 15% trust their neighbors. At the same time, 46% of residents agree that neighbors help each other. Although the majority of Hunters View residents have established some degree of bonding or a social network with their neighbors, it is evident that these relationships are not built on trust or confidence that people in the community have their fellow neighbors' best interests at heart.

Exhibit 50. Hunters View Residents' Feelings about Neighbors Working Together

■ Strongly Disagree ■ Disagree ■ Neither Agree Nor Disagree ■ Agree ■ Strongly Agree

Statement	Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree
People can count on adults in this neighborhood to watch out that children are safe and don't get into trouble. (n=100)	15%	26%	18%	31%	10%
People in this neighborhood have no influence over what this neighborhood is like. (n=97)	12%	36%	19%	25%	8%
In this neighborhood, we help each other. (n=99)	11%	28%	14%	38%	8%
In this neighborhood, we generally get along with each other. (n=100)	9%	29%	18%	40%	4%
If there is a problem in this neighborhood, the people who live here can get it solved. (n=99)	15%	37%	18%	26%	3%
In this neighborhood, we trust each other. (n=101)	22%	47%	17%	12%	3%

Data Source: Hunters View Baseline Household Survey
Numbers may not sum to 100% due to rounding.

The survey also asked about a sense of "social efficacy:" the sense that neighbors can work together to make things better. The sense of social efficacy is not particularly strong, nor is it particularly weak. Half (48%) feel that the people living at Hunters View have influence over what the neighborhood is like (these residents disagree with the statement "people in this neighborhood have no influence over what this neighborhood is like"). A little less than one-third (29%) of residents report that when there are problems in the neighborhood, the people who live there can get them solved. The results are not overwhelmingly positive, but they are also not as negative as one might expect for a community that has been disenfranchised for decades. These findings reflect a mixed set of opinions that will be monitored to determine if there are any systemic differences among residents' sense of social efficacy. Still, it is hoped that community building will strengthen bonds of trust among residents, and increase their sense of social efficacy.

Support Networks

The results regarding support networks indicate that only a small proportion of residents have networks they can depend upon for social support. In all areas where a resident might call on a neighbor in a time of need (for information about a job, getting a ride, having someone watch your children, or borrowing money), large majorities said "none" or "one or two."

Residents are particularly wary of the idea of borrowing money, or having a neighbor watch their children. Two-thirds of residents do not have anyone at Hunters View who they would ask to borrow money from. During survey administration residents made several comments about the idea of borrowing money from their neighbors. It is clear that they are uncomfortable with the idea of asking neighbors for financial support. A principle explanation is that they do not want to risk being in debt, especially with one another.

In addition, 54% of residents report they would not ask *any* of their neighbors to watch their children. Residents do not like the idea of leaving their children with others, and are skeptical about whether they would be kept safe. This finding accords with the result in Exhibit 50: 41% of residents believe they cannot count on adults at Hunters View to watch out that children are safe and out of trouble.

Exhibit 51. Support Networks among Hunters View Neighbors[89] [90]

Legend: ■ None ■ 1 or 2 ■ 3 to 5 ■ 6 to 10 ■ More than 10

How many people in Hunters View do you know who you would ask for information about getting a job? (n=93): 36% | 31% | 18% | 8% | 8%

How many people in Hunters View do you know who you would ask for a ride somewhere? (n=101): 37% | 36% | 22% | 1% | 5%

How many people in Hunters View do you know who you would ask to watch your children? (n=79): 54% | 28% | 15% | 3%

How many people in Hunters View do you know who you would ask to borrow money from? (n=99): 66% | 22% | 10% | 2%

Data Source: Hunters View Baseline Household Survey

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[89] Residents were asked to share the number people *outside of their family* that they can go to for these supports.

[90] Stakeholders were curious to know whether responses would vary by household composition (households with children under 18 and those without). Results show that there is no difference by household composition.

Trust in San Francisco Institutions

Residents have relatively long-standing ties to San Francisco and have lived in the city for an average of 37 years. When reflecting on their feelings toward the city, 68% percent of Hunters View residents "Agree" or "Strongly Agree" that they can get the help they need from San Francisco officials like the police and fire departments. Anecdotal evidence gathered through the survey process show that residents are especially appreciative of the fire department's quick response to issues and disturbances in their neighborhood.

Exhibit 52. Hunters View Residents' Trust in the City of San Francisco

Legend: ■ Strongly Disagree ■ Disagree ■ Neither Agree Nor Disagree ■ 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. (n=102): 12% | 17% | 4% | 51% | 17%

Local agencies are effectively dealing with issues of drug and crime prevention. (n=99): 18% | 27% | 12% | 30% | 12%

I trust the local government of San Francisco to follow through on the promises it has made to my community. (n=100): 23% | 21% | 11% | 34% | 11%

I believe that local government officials in San Francisco have my community's best interests at heart. (n=100): 23% | 27% | 12% | 32% | 5%

Data Source: Hunters View Baseline Household Survey
Numbers may not sum to 100% due to rounding.

Percent of Residents

Residents' levels of trust that the government of San Francisco will follow through on its promises to their community is split: 45% of residents trust that the local government of San Francisco will fulfill its promises and 44% do not. Similarly, 50% of residents "Disagree" or "Strongly Disagree" that government officials in San Francisco have the Hunters View community's best interests in mind. To facilitate initiative progress, it will be important that HOPE SF stakeholders find ways to increase residents' faith in government, and that the revitalization and rebuilding will improve their communities.

Exhibit 53. Residents' Participation in Volunteer Opportunities in the Past 12 Months

n=102

No, 38%
Yes, 62%
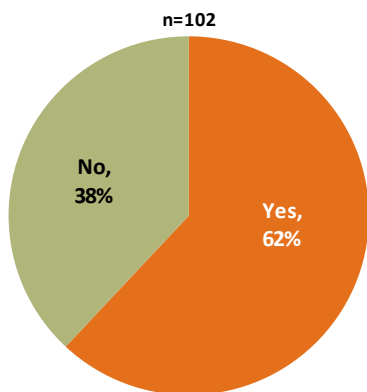
Data Source: Hunters View Baseline Household Survey

Exhibit 54. Locations Where Residents Volunteered in the Past 12 Months

Percent of Residents

In Hunters View (n=39): 56%
In the Bayview Hunters Point (n=38): 29%
In San Francisco, Outside of the Baview Hunters Point (n=37): 32%
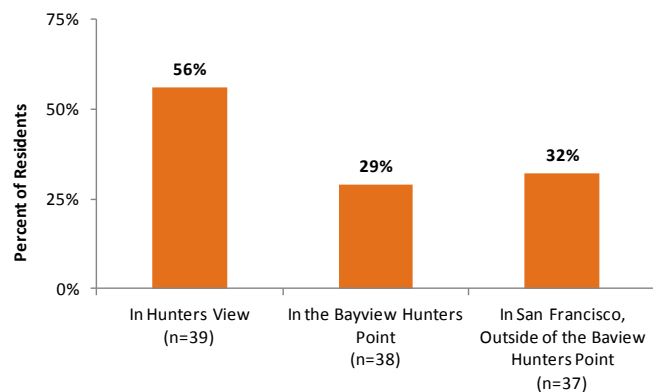
Data Source: Hunters View Baseline Household Survey

A majority of residents are engaged in service activities in their community and surrounding neighborhood. Nearly two-thirds (62%) of Hunters View residents actively volunteered in the last year and 56% targeted their volunteer work in the Hunters View community. Thirty-two percent of residents volunteered in the city of San Francisco, but outside of the Bayview Hunters Point neighborhood. Many residents commented that they like to volunteer at Glide Memorial Church in San Francisco's Tenderloin district.

Leadership Development

A guiding principle of HOPE SF is to involve residents in the highest levels of participation, including engaging residents in planning and implementation. In order to enable and encourage residents to be active voices within HOPE SF, the initiative integrates an emphasis on leadership development for residents.

In addition to honoring the fundamental principle of involving residents, the initiative's investment in Leadership Development can have outsized positive consequences:

- Developing residents' innate leadership potential can make on-site programming more sustainable, as responsibility for maintenance shifts to residents. The community's long-term sustainability is also contingent upon supporting the development of leadership from within the communities.
- Increasing leadership capacity can also serve as a form of workforce development as residents gain skills and confidence. This would contribute to residents' likelihood of becoming economically self-sufficient.

While HOPE SF offers a variety of chances for residents to take on leadership roles by participating in community building activities, the most significant investment in leadership development for HOPE SF residents has been the creation of the Leadership Academy.

Exhibit 55. What's Working: HOPE SF Leadership Academy

The HOPE SF Leadership Academy has graduated 37 HOPE SF residents over the last four years. Residents who enroll in the Academy learn both about the HOPE SF revitalization and how to be a leader within their community. Alumni are able to be an informed resource for their fellow residents. They also help make HOPE SF's Community Building efforts more sustainable by taking on leadership roles and organizing residents to address issues in their community.

The Academy has had several notable successes since its inception. In 2011, the Leadership Academy was recognized as a national best practice by the Department of Housing and Urban Development. The National Association of Housing and Redevelopment Organizations awarded the Leadership Academy a national merit award. One graduate of the Academy was recently chosen to serve as a Housing Authority Commissioner. The success of the Academy is also evident in the fact that Alumni often recommend enrolling in the Academy to their fellow residents.

Leadership Academy

From the launch of the initiative, HOPE SF residents have been invited to attend development meetings. However, these meetings often left residents feeling "overwhelmed by the unfamiliar process and planning language."[91] To address this issue, SFHA, Enterprise Community Partners, and the Mayor's Office of Housing (MOH) joined forces to found the HOPE SF Leadership Academy, which began offering classes in 2008.

The Leadership Academy was primarily aimed at adult HOPE SF residents, and designed to give them the knowledge and the tools to actively engage in the initiative. The formal goals of the Academy, which were refined by the first class of Academy participants, are as follows: "(1) enhance the depth and impact of resident engagement in the HOPE SF planning and implementation process; (2) increase resident leadership on HOPE SF in their communities; and (3) increase resident leadership generally at HOPE SF sites."[92]

To accomplish these goals, the content of the Academy was split into two distinct halves: the first half of the Academy classes focused on relevant HOPE SF content knowledge, such as HOPE SF principles, the development process, and affordable housing finance. The second half of the Academy focused on leadership development and skill-building. For a complete list of topics covered in the Leadership Academy, please see Exhibit 56.

> **Exhibit 56. Leadership Academy Curriculum**
>
> Spring Segment: Content Knowledge
> A. Orientation & HOPE SF Overview
> B. Course Expectations and HOPE SF background
> C. HOPE SF Principles and Opportunities for Involvement
> D. Development Process and Stakeholders
> E. Negotiations Skill-Building and HOPE SF Stakeholders
> F. Affordable Housing Finance
> G. Homeownership in a Mixed-Income Community
> H. Urban Design and Site Visit to local affordable housing building
> I. Study Tour to two local HOPE VI sites
>
> Summer Segment: Leadership
> J. Community Building Project Planning and Outreach Skill-Building
> K. Personal Narratives and Presentation Skills
> L. Listening Skills and Meeting Facilitation
> M. Asset Mapping and Connecting Residents with Local Resources
> N. Community Building Project Implementation
> O. Final Project Presentation at local bank office
> P. Presentation of Final Projects at Graduation Ceremony & Reception
>
> Data Source: Leadership Academy background information

The 15-session Academy was taught every other Friday, for 2.5 hours, from February through September. It was offered for four years, from 2008 to 2011. (The Academy was not offered in 2012, and it is currently unclear if it will be offered in future years, as discussed in more detail below.) Typically, about two-thirds of the class sessions included guest speakers (some of whom were Academy alumni). The classes ranged from group activities and exercises to discussions and quizzes.[93] As part of the Academy, participants also planned and organized activities in their communities.

In its first few years, residents received a small stipend for attending and a completion bonus at the end of the program. In later years, the stipend was no longer offered, although graduates continued to receive a completion bonus.

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[91] Department of Housing and Urban Development's February 2011 e-newsletter (The Resident).
[92] Background information provided by the HOPE SF leadership team.
[93] Background information provided by the HOPE SF leadership team.

Participation in the Leadership Academy

A total of 37 adults graduated from the Leadership Academy between 2008 and 2011. While these graduates came from each of the four HOPE SF sites, the largest proportion – 40% – came from Potrero. For more information on the breakdown of graduates by development, please see Exhibit 57.

Academy participants represented a variety of ethnicities (white, black, Asian/Pacific Islander, and Hispanic) and a wide range in the length of their tenure in their communities (from two years to 50 years). The majority of the students were female and over 40 years old.

Successes of the Leadership Academy

On an institutional level, the Leadership Academy has been recognized as a successful program. The federal Department of Housing and Urban Development (HUD) identified the Academy as a national best practice in resident engagement in its February 2011 newsletter. The National Association of Housing and Redevelopment Organizations also recognized the Academy by giving it a national award of merit in resident and client services.[94]

Exhibit 57. HOPE SF Leadership Academy Graduates, 2008 - 2011, By Development

■ Hunters View ■ Alice Griffith ■ Potrero ■ Sunnydale ■ Other Housing Sites*

| 6 (37%) | 3 (8%) | 15 (41%) | 7 (19%) | 6 (16%) |

Number of Leadership Academy Graduates (n=37)
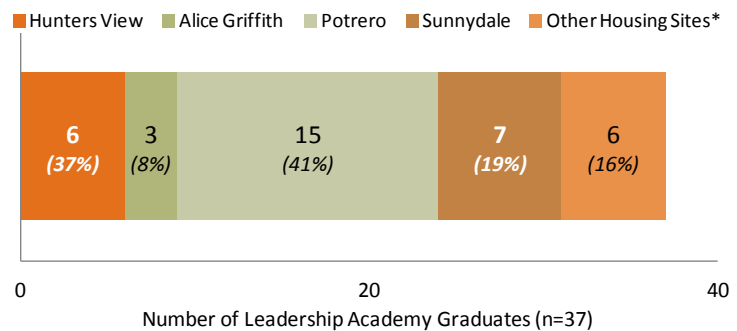
Four graduates came from Westside Courts, one graduate came from Hayes Valley, and one graduate came from Hunters Point A East/Westbrook.

Data Source: Leadership Academy Graduate Roster

At the resident level, the Leadership Academy also appears to have been a success. On an informal survey of the Leadership Academy's 2010 graduates, residents rated the following items as the most important things they learned or gained from participation in the Academy (in descending order):

- Getting my questions answered around the changes in my community;
- New friendships across HOPE SF sites;
- New opportunities for my family and/or children; and
- Stronger relationship with my HOPE SF developer team.[95]

On the same survey, graduates reported that they now were answering their neighbor's questions about HOPE SF more frequently, were attending more community or commission meetings, and were feeling more prepared to get a job related to the revitalization.[96] Graduates are asked to bring one other person to development meetings to organically grow the network of informed residents.[97]

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[94] Department of Housing and Urban Development's February 2011 e-newsletter (The Resident).
[95] Background information provided by the HOPE SF leadership team.
[96] Background information provided by the HOPE SF leadership team.
[97] Department of Housing and Urban Development's February 2011 e-newsletter (The Resident).

Graduates also helped spread the word about the Academy in their communities, resulting in participation from residents who would not typically be among the "usual suspects" of existing community leaders.[99]

Several graduates experienced significant personal successes, thanks to their participation in the Leadership Academy. The Leadership Academy team hired one graduate to assist with administrative work. Another graduate applied for the position of Housing Authority Commissioner, at the suggestion of an Academy instructor. In a significant victory for the Academy, she was chosen to serve as a Commissioner.

HOPE SF residents participate in leadership development training[98]

Challenges Faced by the Leadership Academy

The Leadership Academy was held at the Housing Authority to avoid making the Academy site-specific. This approach also fostered cross-site friendships, which (as previously mentioned) graduates listed as one of the most important takeaways in an informal 2010 survey. However, transportation to the Academy presented logistical challenges for residents. Residents who could not find a way to get to the Housing Authority for class often fell behind, and some dropped out after feeling like they had fallen too far behind their peers. The Housing Authority ran a shuttle, but it was difficult to ensure residents were on time to catch the shuttle.[100] It was also difficult for SFHA to find resources to maintain the shuttle. For a time, one of the two teachers of the Leadership Academy also served as the shuttle driver, just to ensure that the shuttle would keep running.[101]

Leadership Academy instructors had some success with programming and events for alumni. However, it was difficult to maintain that programming and alumni events had to remain a secondary priority for the instructors.[102]

The Leadership Academy was primarily led and taught by two individuals: Dominica Henderson (employed at the time by SFHA) and Jenny Fogarty (employed at the time by Enterprise). In late 2011, both Dominica and Jenny took different roles, and since then the Leadership Academy has faltered. It has not been offered in 2012, and it is not clear if it will be offered again in the future.[103]

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[98] Health Task Force Plan.

[99] Interview with HOPE SF Leadership team member.

[100] Interview with HOPE SF Leadership team member.

[101] Interview with HOPE SF Leadership team member.

[102] Interview with HOPE SF Leadership team member.

[103] Interview with HOPE SF Leadership team member.

Successful Leadership Development Strategies

Although the Leadership Academy has a strong record of delivering results, it is not the sum total of what are known to be successful leadership development strategies. A leader of the HOPE SF campaign highlighted the following four strategies that have proven effective in increasing the leadership capacity of HOPE SF residents:

1. **Explain the planning and development process in clear, jargon-free language:** Residents who fully understand the process of HOPE SF are more likely to engage with the process and serve as community leaders.
2. **Transfer ownership to community residents:** When community builders have successfully taught residents how to organize events, recruit volunteers, and execute on an idea, residents gain both leadership skills and access to more sustainable programming.
3. **Introduce residents going through the development process to others who have already been through it:** While resources for this strategy have been limited, the residents who have been able to meet residents at other, post-development sites have benefitted from meeting individuals who have experienced the same concerns and issues.
4. **Engage the residents who serve as network hubs, in order to encourage others to participate:** When the individuals who are respected and well-connected engage in activities, other residents are more likely to become engaged, too. [104]

In addition to these strategies, the instructors of the Leadership Academy identified **recognition** as an effective way to keep individuals engaged. They found that celebrating the successes of the participants, in big and small ways, helped motivate individuals to attend. The Academy always ended with a graduation ceremony, where participants received certificates and gave a speech. Leadership Academy instructors encourage participants to invite their families to this occasion.

Challenges to Successful Leadership Development

In addition to the top-down challenges involved in maintaining relevant programming such as the Leadership Academy, HOPE SF residents also face obstacles in engaging as leaders. Residents who are interested in building their leadership capacity, or who would like to make a difference in their community, are dealing with the same set of everyday challenges that most public housing residents face. As one HOPE SF leader phrased it, "Larger neighborhood concerns often take a backburner to just trying to get a child to school across town when you don't have any money."[105]

Residents may also feel trepidation about taking on a leadership role if they feel this could bring them into conflict with public housing authorities. Some residents do not have a clear sense of their rights as tenants, and may therefore be concerned that speaking out could put their housing in jeopardy. [106]

The long timeframe of the initiative also can be discouraging for individuals who try to serve as community leaders, especially given that many of these individuals are rising up as leaders for the first time.[107]

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[104] Interview with HOPE SF Leadership team member.
[105] Interview with HOPE SF Leadership team member.
[106] Interview with HOPE SF Leadership team member.
[107] Interview with HOPE SF Leadership team member.

Recommendations

- **Create space to share cross-site lessons learned:** HOPE SF leadership expressed the need for ongoing learning and information sharing among providers at each of the four sites. Potrero's community building efforts have had great success with the resident community, and there is a clear opportunity to share lessons learned with community builders at other sites. Information about what worked and why can create a culture where peer-to-peer discussions about successes and challenges foster effective community building strategies. While the majority of existing programmatic systems are influenced by the unique context of each site, the ability to strategize as a team and share key lessons will promote the development and implementation of community building best practices.

- **Continue to employ previously-identified successful strategies to increase resident engagement:** As previously summarized, leaders within HOPE SF and within the Leadership Academy identified five strategies that have proven to successfully engage residents:
  1. Explain the planning and development process in clear, jargon-free language.
  2. Transfer ownership of programming or events to community residents.
  3. Introduce residents going through the development process to others who have already been through it.
  4. Engage the residents who serve as network hubs, in order to encourage others to participate.
  5. Recognize the accomplishments of individuals on a regular basis to help keep them motivated.

- **Re-launch the HOPE SF Leadership Academy as soon as possible:** The Leadership Academy has a strong track record of results with residents and has earned HOPE SF national recognition – but it is in danger of becoming defunct. It is too valuable a tool – and too close to the heart of HOPE SF's principles – for the initiative to allow it to lapse into obscurity. Additionally, allowing the Academy to end could be seen by residents as a broken or partially-fulfilled promise. In a community that has experienced a history of broken promises, an additional prematurely-terminated program – especially one that seems to be well-liked by its participants – could undermine HOPE SF's reputation as a whole.

  The Academy was a joint project of the SFHA and Enterprise Community Partners, with one employee from each organization acting as the driving force in ensuring the Academy came together. When it lost its two champions in a short timeframe, there was insufficient ownership within either organization to pick up where others had left off. Formally moving full responsibility to one organization or the other may increase the likelihood that the Academy will be re-launched, and may increase the sustainability of the Academy in the face of future turnover. Similarly, engaging Academy alumni to take responsibility for aspects of the Academy could also increase its sustainability.

  In order to build off the credibility and reputation of the previous four years of the Leadership Academy, it is critical that the Academy be re-launched as soon as possible. If too much time elapses before it is re-started, the Academy will need to re-establish itself in the minds of residents.

Questions for Reflection

- **Does mobilizing residents behind all stages of programming impact engagement?** Asking residents to actively engage in the development and completion of community building efforts (e.g., organizing and facilitating activities, recruiting volunteers, and providing outreach to create momentum behind a particular activity)

> As [residents] build their capacity to participate, we build our capacity to implement and to incorporate what they are bringing to the table. Both sides [HOPE SF and residents] are learning at all times.
>
> *HOPE SF Leadership*

can significantly build the leadership capacity of residents. This strategy gives residents a first-hand opportunity to play an active role in their community, while also gaining an understanding of best practices that engage their neighbors. Further, resident ownership supports community building sustainability because the onus of generating and executing ideas is no longer directly held by the community builder. Instead, it becomes a shared responsibility with residents having the necessary skills to maintain programming in the absence of a community builder.

- **Are there opportunities to prioritize funding for community building initiatives that are multi-pronged?** Community building activities such as neighborhood watch groups, youth advisory groups, or physical fitness classes are excellent examples of how HOPE SF can address cross-cutting needs at the developments. Safety is a significant concern at each site and funding community building programs that also impact safety is an excellent way to leverage resources and create greater impact. Youth advisory groups build relationships among youth, keep them busy and off the streets, and help them learn how to advocate for themselves and their community. Fitness supports improved health among residents while also serving as a time for participants to get to know one other and build friendships. These are a few examples where community building strategies can create meaningful change. Consistent and flexible funding for programming that is multifaceted and capitalizing on existing structures will help drive the initiative in a positive direction.

- **How can HOPE SF continue to engage in ongoing communication with residents?** One opportunity to further build trust and buy-in among residents is to keep them informed about initiative progress. HOPE SF stakeholders should maintain regular and timely communication with residents, address residents' questions in a timely matter, and provide contextual details about implementation decisions. These steps can go a long way to ensuring residents have a comprehensive picture of how and why the initiative unfolds the way it does, thus building residents' confidence that HOPE SF has their best interests at heart.

- **How can transportation issues for Leadership Academy attendees be resolved?** Residents struggled to overcome transportation issues in order to attend sessions at the Leadership Academy. The Leadership Academy offered a free shuttle for attendees, but that approach met with limited success. If the next iteration of the Academy could overcome this obstacle, a larger number of residents could attend and a greater percentage of attendees could graduate.

  It is unclear what the ideal solution to this issue might be. A variety of groups may have insight into this problem, including residents, Academy alumni, and service connectors. Potential solutions might include:
  - o The Academy could employ an Academy alumni member at each site to arrange transportation for interested residents. Alumni could be compensated for each resident they help get to class.

- o The Academy could issue taxi vouchers for residents who attend the Academy. If residents are required to share taxi cabs, this may even be more cost effective than a shuttle (when the shuttle driver's salary is taken into account).
- o Alternatively, the Academy instructors could task its next class with proposing and testing solutions to this problem.

Although it would be a significant change from the way the Academy has been historically run, the Academy could be offered at each HOPE SF site. This change would alter the cross-site nature of the Leadership Academy, and would increase the cost of offering the Academy. However, it could dramatically increase participation by removing a significant obstacle for interested residents. These options could be discussed with the next class of the Leadership Academy to help gauge interest.

ii. Service Connection

Despite the need for and availability of services, many HOPE SF residents remain disconnected from the support and resources that they could benefit from. The City and County of San Francisco Service Connection Plan[108] articulates a model for connecting HOPE SF residents to needed services during the first two phases of physical redevelopment.[109] Developed in collaboration with a diverse group of stakeholders including developers, public housing residents, representatives from the business community, and community advocates, the model leverages the broad and rich network of services already available to San Francisco residents and provides additional supports to help residents access existing resources during the redevelopment process. The model purposefully links residents to specialized services in the surrounding community and to more general service needs that can be met on site, such as child care and after-school programming.

Key Service Connection Indicators at Baseline

The table below provides a high-level overview of how HOPE SF residents are doing at baseline through a summary of key indicators for HOPE SF to track over time. These data also appear later in the chapter and are provided here as a snapshot here for reference.

The majority of residents have not yet completed a needs assessment, less than one-third (30%) of all 18 and older residents at Hunters View have received a referral, and only 27% of residents have received multiple referrals to meet their needs. HOPE SF is working to bring about changes in these indicators, and for each, the intended outcome is an increase. The percent of residents with a completed needs assessment should rise, the percent of adults who receive at least one referral should increase, as should the percent of residents receiving multiple referrals. It is likely that residents have multiple needs; therefore the number of referrals they receive should be greater than one. The evaluation will track changes over time as the revitalization progresses.

Key Indicators	Hunters View	Alice Griffith	Potrero	Sunnydale
1) Percent of Residents Completing a Needs Assessment	46%	23%	N/A	N/A
2) Percent of All Residents 18 + who Receive at Least One Referral	30%	N/A	N/A	N/A
3) Percent of Residents Receiving Two or More Referrals	27%	N/A	N/A	N/A

This chapter shows the service connection progress for HOPE SF residents during the fiscal year 2010-2011, establishing a baseline against which over-time gains can be tracked. This chapter discusses:

- A high-level overview of service connection implementation along with available services;

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[108] HOPE SF City and County of San Francisco Service Connection Plan (January 30, 2009).
[109] Service connection will progress alongside physical redevelopment of each site and is expected to look different in different phases of the initiative. The three phases of development are: 1-lead-up to physical relocation and demolition; 2-during demolition and construction; and 3-reoccupancy and beyond. Development teams and consultants are responsible for drafting site-specific resident services plans that build upon the City plan but focus on the second and third phases of physical redevelopment.

- Needs assessment completion rates at Hunters View and Alice Griffith; and
- Service referral rates and rates of referral follow-through.

Methods

Methods and data sources relevant to understanding the service connection picture for HOPE SF residents are briefly profiled below. For a more comprehensive description of the methods, please see Appendix A.

Service Tracking Data

- **Tracking-at-a-Glance (TAAG):** The TAAG database is used to track residents' needs by Urban Strategies (the service connection provider at the Hunters View and Alice Griffith). Urban Strategies' service connectors have found TAAG challenging to use, and there are limits in the capacity of TAAG to be tailored to local needs in San Francisco. In addition, Urban Strategies has experienced turnover among staff and as service connectors have turned over, they may not have had adequate time to get comfortable with the system and use it in a consistent way. Therefore, it is possible that the 2010-2011 data understate the work that service connectors actually did. For these reasons, the data should be interpreted with caution.

Document Review

- **Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond:** Emily Gerth, Senior Administrative Analyst at the San Francisco Human Services Agency (HSA), de-identified and merged the datasets that form the basis of much of this report. She produced a report using this data, and shared the report with LFA Group.
- **HOPE SF Service Connection Plan**: The city of San Francisco produced the Service Connection Plan in January 2009 to document the city's plan to connect residents to services during redevelopment of the HOPE SF sites.

Service Connection Model

The service connection model is a central part of HOPE SF's broader human development strategy.[110] It involves a case management and community building approach to addressing residents' needs during redevelopment. There are four overarching service goals:

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.

By design, the City and County of San Francisco is committed to initiate service connection one year in advance of reconstruction, develop a service provider network to receive referrals, and align the model with a Family Resource Center-based initiative in future years. While the service connection model is designed to be replicated at each site with some consistency, there is also flexibility built in

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

to account for variations in needs, team capacity, and resources. Exhibit 58 on the following page describes the status of service connection at each site.

Exhibit 58. HOPE SF Service Connection

Site	Status of Service Connection in 2010-2011
Hunters View	In July 2010, the City engaged Urban Strategies to provide service connection at Hunters View.[111] Urban Strategies had been working on site since July 2009. Household needs assessments began in 2010 and 98 initial assessments have been completed.[112]
Alice Griffith	Urban Strategies began working on site at Alice Griffith in October 2010, with a focus on community building for the first 12 months. Household needs assessments began in April 2011 and 82 initial assessments have been completed. Additional service connection activities began in October 2011.
Potrero	BRIDGE Housing is engaged in community building activities at Potrero. There were no service connection activities in 2010-2011.
Sunnydale	Mercy Housing engaged in community building at Sunnydale. There were no service connection activities in 2010-2011.[113]

Data Source: HOPE SF Website

Service connectors ensure that residents know about the redevelopment process and help connect residents to a menu of services offered by the Service Network and other local agencies. These services are detailed in Exhibit 59 on the following page.

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[111] Urban Strategies has been working on site at Hunters View since July 2009.

[112] In 2012, Bayview Hunters Point YMCA case managers began work at Hunters View. These activities and outcomes will be addressed in subsequent evaluation reporting.

[113] In January 2012, Bayview Hunters Point YMCA case managers began work at Sunnydale. These activities and outcomes will be addressed in subsequent evaluation reporting.

Exhibit 59. Services Available through the Service Connection Model

Category	Name	Description
Family & Children	Child Protective Services (CPS)	Social service program for neglected and/or abused children and their parents.
	Preschool for All	Universal preschool program for four year olds in San Francisco.
	Department of Children, Youth and Their Families (DCYF)	Agency that supports the development of children, youth and families.
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.
	Department of Public Health: Behavioral Health Access Center	This program provides mental health programming through the city of San Francisco.
Benefits and Financial Support	Food Stamps	This program offers low-income families with supplemental funds 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. Residents can also use Single Stop to determine their eligibility for certain benefits.
Homeownership	Homeownership Counseling Programs	Programs that offer finial 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.

Data Source: HOPE SF City and County of San Francisco Service Connection Plan, 2009

Needs Assessments

This section addresses the progress that service connectors have made with completion of needs assessments. These data include: the number of individuals with completed needs assessments and the number of households where at least one household member completed a needs assessment. Service connectors complete needs assessments for those both on *and* off lease, and those numbers are shown in Exhibit 60 below.

Exhibit 60. Residents and Households with Completed Needs Assessments

Housing Development	Individuals Completing a Needs Assessments		Households with at Least One Person Completing a Needs Assessment[114]	
	Number	Percent of Residents (18 and over)	Number	Percent of Total Households
Hunters View	98	46%	89	70%
Alice Griffith	82	23%	82	36%

Data Source: TAAG

At Hunters View, service connectors conducted needs assessments for 98 on-lease residents, representing 89 households. At Alice Griffith, they conducted needs assessments for 82 on-lease residents, representing 82 households. The percentage of residents and households receiving needs assessments is far higher at Hunters View than at Alice Griffith. This is because needs assessments were being conducted for only the final three months of the period included in data collection; the data collection period covers the 2010-2011 fiscal year, and needs assessments at Alice Griffith began in June of 2011. (The reader should note that these results actually understate the accomplishments of service connectors; if *off*-lease residents are included in the count, there were 155 needs assessments done at Hunters View and 86 done at Alice Griffith. This evaluation reports only on the work done with on-lease residents, due to restrictions on the data that evaluators were able to work with. The details are found in a discussion of methods in Appendix A.) [115]

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[114] Numbers for households can be presented only for those who are on lease: this is due to that fact that data on the household that off-lease individuals belong to are not available.

[115] HOPE SF seeks to keep resident communities intact by encouraging households to put the off-lease population on the lease. Service connectors help to re-integrate these individuals by including them in needs assessments and referrals.

A particular area of focus for the service connection model is the set of families identified as "high risk" (defined as families living below 50% of the poverty line, and/or with family members involved in multiple public systems of care). This is a group of families that need particular help in moving out of crisis. The data show that service connectors identified only a small percentage of households as high risk, according to this definition, during the 2010-2011 fiscal year: 5% of households in Hunters View and less than one percent of households in Alice Griffith were identified as high risk. This is an unexpectedly low percentage and likely highlights a data issue for service connectors to address.

Exhibit 61. Households Completing an Assessment

■ Have Not Completed an Assessment
■ Completed Assessments, Not High Risk
■ Completed needs assessment, High Risk
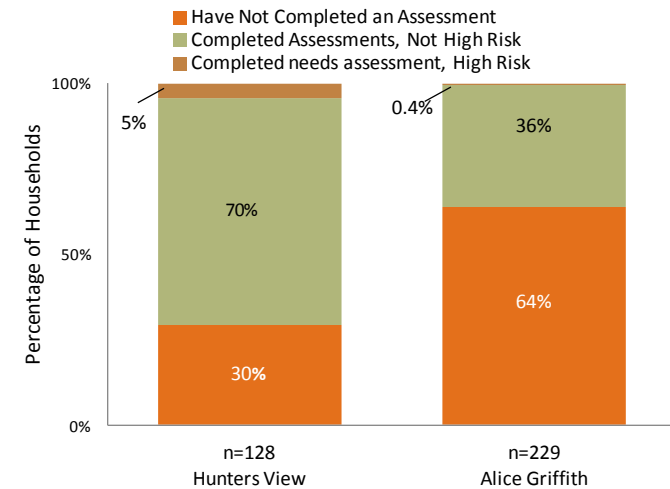
Data Source: TAAG

Service Referrals

After service connectors have a good understanding of the unique needs of individuals and families, they are in a position to provide referrals to needed services. (Because service connection did not begin at Alice Griffith until after the end of the 2010-2011 fiscal year, service referral data are available for Hunters View only.) The table below shows how many residents received referrals, and shows the *proportion* two ways: as a percentage of all the residents, and as a percentage of the residents who completed a needs assessment.

Exhibit 62. Hunters View Service Referrals

Number and Rate of Referrals	
Total Number of Residents (18 and over)	212
Number Completing Needs Assessments	98
Percent of Residents Completing a Needs Assessment	46%
Number Receiving at Least One Referral	63
Of All Residents 18+, the Percent Receiving at Least One Referral	30%
Of Those with a Needs Assessment, the Percent Receiving at Least One Referral	64%

Data Source: TAAG

During the 2010-2011 fiscal year, the rate at which residents received referrals was somewhat disappointing for Hunters View. Sixty-four percent of residents who completed a needs assessment received at least one referral. However, since only 46% of residents completed a needs assessment, this 64% receiving a referral translates into 30% of *all* residents 18 and over. It is likely that many residents who did not receive a referral could have benefited from a referral to a service of some type.

Another striking finding is that of all the individuals who received referrals, almost three-quarters received just one referral. It is likely that residents had multiple needs, and a more positive finding would have been that more residents received additional referrals.

When viewing these findings it is important to keep in mind several factors that could explain relatively low rates and numbers of referrals. First, these data represent the period from July 2010-June 2011, when Urban Strategies was still getting established at Hunters View. Moreover, Urban Strategies came to Hunters View after another organization working on service connection had left; it is challenging to build trust with residents, but even more challenging to come on the heels of another organization that was not successful.

Exhibit 63. Referrals, for Residents Completing a Exhibit 64. Needs Assessment
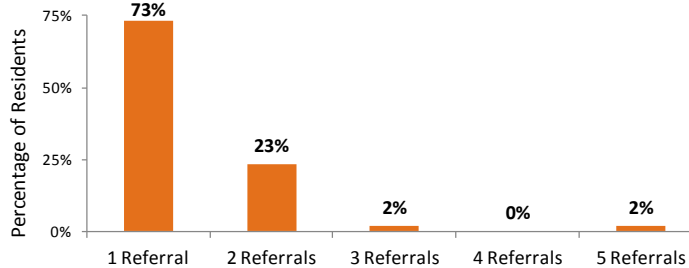
n=63

Data Source: TAAG
*Note: As of August 12, 2011, Alice Griffith Residents did not get any referrals to any direct service programs.

Second, Urban Strategies has had its own challenges: during 2010-2011 there was a great deal of turnover among staff, and this turnover tended to slow down progress in trust-building. Service connection work in public housing is inherently challenging—service connectors need their *own* supports. Staff working on site face isolation, stress, resident skepticism, and lack of safety. Safety issues in particular create serious barriers. Unsafe conditions hinder the ability of service connectors to engage fully in their work, and to build trust with residents. Lack of safety is also a barrier for residents to fully engage with services: if they do not feel safe leaving the housing site, they will be unlikely to work with off-site providers. And if residents feel that working with service connectors will not make a difference in the end (because going beyond the borders of the development is unsafe), they are unlikely to want to engage even with on-site staff.

Finally, it is possible that the data understate the work that service connectors actually did. As service connectors have turned over, they have had limited time to get comfortable with the data tracking system, and may not have been recording referrals in TAAG in a consistent way. With a team recently getting solidly established on the ground, the service connection findings are likely to be much more positive for the 2011-2012 year.

Referral Completion Rates

Service connectors work with residents and providers to ensure that residents connect with the services to which they are referred. Exhibit 65 shows the referral follow-through rates for referrals in specific service areas. Follow-through rates are generally quite good, showing that service connectors are succeeding in supporting residents to follow through on connecting with providers in the area who can help them reach their personal and family goals.

Exhibit 65. Follow-Through Rates for Referrals in Specific Service Areas

Service Area	Residents Referred to the Service	Successful Connection to Service	
		Number	Percent
Job Readiness	29	27	93%
Youth Development	28	21	75%
Health and Wellness	6	4	67%
Job Skills	5	4	80%
Benefits	4	2	50%
Transportation	1	1	100%
Education	1	0	0%

Data Source: TAAG

Referral and follow-through are just the beginning of the process of supporting residents with their goals. Additional information such as resident satisfaction with services, their completion of the actual service engagement, and the results of the service engagement are valuable data points that would help illustrate a more comprehensive picture of residents' pathways to success.

Recommendations

- **Convene HOPE SF stakeholders to address issues of safety. Safety rises to the top as a concern for service connectors and residents alike.** An HSA report calls attention to these issues and recommends that HOPE SF stakeholders (including the City Services Team, the HOPE SF Campaign, and the Service Provider Network) assemble for a discussion specifically about safety (and in particular safe transportation). The evaluation team agrees that HOPE SF should prioritize safety strategies, and that if safety issues can be addressed more effectively, service connection is likely to meet with far more success in the future.

- **Develop a comprehensive user manual for conducting needs assessments and entering data into the Tracking-At-A-Glance data system.** It has been challenging to tailor the TAAG database for use in the San Francisco sites, and turnover has limited the extent to which staff members were able to build up knowledge and expertise. TAAG users need additional support in how to use the system well, so that the system can be used fully to support their service connection work, rather than being simply another challenge of an already challenging job. Development of a data entry manual would not only make service connectors' jobs easier, but would also help to ensure that as data are extracted and used for learning, the results accurately reflect the needs assessment and referral work that service connectors have been accomplishing.

Questions for Reflection

- **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 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 out-dated. 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.

C. Outcomes for Residents

HOPE SF's model of service connection and community building is intended to improve the lives of HOPE SF residents in a variety of ways. To effectively focus its resources, the Campaign for HOPE SF has identified three priority outcome areas for improvement: employment, health, and education. This section summarizes the state of HOPE SF residents' lives in each of these outcome areas at the time of the baseline report (July 1, 2010 to June 30, 2011).

To determine how best to help residents in these critical outcome areas, the Campaign convened task forces on each topic. The task forces were charged with studying the current needs of the HOPE SF population and helping the Campaign determine how best to prioritize funding to support residents. Each task force consisted of subject matter experts and community leaders from the public and private sector. The task forces met multiple times, and produced reports that included several strategic priorities for each of the three outcome areas. These strategic priorities are summarized at the beginning of each of the following employment, education, and health chapters.

i. Employment

Weak labor force attachment and low earnings are two of the most visible indicators of disadvantage for HOPE SF residents. The table below provides a snapshot of labor force attachment for HOPE SF: for all working-age adults (defined here as ages 18-64). Three key findings stand out:

1. A very small proportion of the working-age population is actually working;
2. A sizeable group is excluded from the workforce due to disability; and
3. Even when those on disability are excluded, the employment rate is still extremely low.

Exhibit 66. Employment and Disability for Working-Age Adults (Ages 18-64)[116]

Site	Total Number of Adults	Percent Employed of Total	Percent Disabled (Receiving SSI*)	Number of Non-Disabled Adults	Percent Employed of Non-Disabled Adults
Hunters View	196	18%	19%	159	21%
Alice Griffith	325	19%	11%	288	21%
Potrero	644	31%	14%	552	36%
Sunnydale	871	26%	14%	746	30%

Data Sources: San Francisco Housing Authority and Human Services Agency
*Supplemental Security Income: a federal disability benefit.

Improving employment outcomes is clearly a necessary component of the set of anti-poverty strategies designed to help HOPE SF families thrive. And for this initiative good employment outcomes have another critical purpose as well: they will help lay the foundation for the shift to a successful mixed-income community. If employment levels and incomes remain low, the new HOPE SF communities will struggle to attract homeowners with higher incomes. To accomplish the initiative's employment goal, the HOPE SF Campaign convened an Economic Mobility Task Force: a cross-sector coalition of subject-matter experts, as well as community leaders from the SF Bay Area and housing sites. The Task Force has identified a set of strategies linked to three strategic priorities, shown in the table below.

Exhibit 67. Task Force Priorities and Strategies for Economic Mobility

Strategic Priorities	Strategies
1) Connecting HOPE SF Residents to Work	➢ Expand the number of competitive jobs available to HOPE SF residents. ➢ Connect residents to subsidized, supported transitional, or social enterprise employment opportunities. ➢ Support residents in moving from subsidized, supported transitional, or social

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[116] This is the only data exhibit that uses this age range. For the remainder of the exhibits in this chapter, data are shown separately for transition-age youth (16-24), and adults in the 25-64 age range. This first table excludes those who are 16 and 17 because the employment rate in this age group is extremely low (as it should be, since most of these youth should be spending their time in high school). Including those who are 16 and 17 would have artificially depressed the overall employment rate.

Exhibit 67. Task Force Priorities and Strategies for Economic Mobility

Strategic Priorities	Strategies
	enterprise employment to competitive employment.
2) Supporting Successful Employment	➢ Leverage the time residents are engaged in supported transitional, or social enterprise employment to remove barriers and prepare them for success in competitive employment. ➢ Connect HOPE SF residents with training and education to enhance their likelihood of securing and competing in competitive employment. ➢ Provide HOPE SF residents with individualized case management and connection to ongoing wraparound services through building upon the established service connection framework.
3) Incentivizing Work	➢ Support the San Francisco Housing Authority (SFHA) in exploring ways to incentivize work and saving. Ensure that these policies are incorporated into the organization's standing operation procedures and clearly understood by key SFHA staff such as property management and fiscal operations and applied consistently throughout the organization. ➢ Improve communications such that SFHA policies are better understood by both staff and residents.

Data Source: Campaign for HOPE SF Economic Mobility Task Force Recommendations

Key Employment Indicators at Baseline

The table below provides a high-level view of how working-age adults at HOPE SF are doing at baseline. The table contains a summary of key indicators for HOPE SF to track over time. The data also appear later in the chapter and are provided here as a snapshot for reference.

HOPE SF is designed to bring about changes in these indicators of workforce engagement. Over time, all of the below indicators should rise.

Key Indicators	Hunters View	Alice Griffith	Potrero	Sunnydale
1) Percent of non-Disabled Adults Employed (Ages 25-64)	28%	30%	43%	35%
2) Average Annual Earnings for those Employed (Ages 25-64)	$19,029	$21,660	$17,074	$17,764
3) Adults (Ages 25-64) who Participate in Job Readiness, Training, or Placement Services (as a Percent of Unemployed, non-Disabled Adults)	1%	2%	1%	2%
4) Transition-Age Youth (Ages 16-24) who Participate in Job Readiness, Training, or Placement Services (as a Percent of Unemployed, non-Disabled TAY)	12%	13%	15%	8%
5) Percent of Residents who Have a Post-Secondary Degree, or Credential with Workforce Value*	11%	14%	14%	17%

*For the baseline report, this percentage represents a proportion of the group of residents who visited a One-Stop during the year. In future years this information can perhaps be tracked by service connectors at all sites.

The evaluation will track changes over time as revitalization progresses. This chapter shows the employment situation for HOPE SF residents during the fiscal year 2010-2011, establishing a baseline against which over-time gains can be tracked. This chapter discusses:

- Employment and earnings,
- Barriers to work,
- The programs and services in place designed to support the employment outcomes of HOPE SF,
- The extent to which residents connect to San Francisco's workforce system, and
- Employment outcomes of program participants.

Although there are indeed some bright spots, the overall baseline picture highlights significant barriers to work and low engagement with programs and services. The situation in 2010-2011 may seem discouraging, but the road ahead *should* be incredibly challenging – there are no easy answers to improving workforce outcomes in poor communities. The chapter also presents what is known about effective workforce strategies for disadvantaged populations, and provides some recommendations for how HOPE SF might move forward.[117]

Methods

Methods and data sources relevant to understanding the workforce picture for HOPE SF residents are briefly profiled below. For a more comprehensive description of the methods, please see Appendix A.

Key Informant Interviews

- **Key Informant Interviews:** LFA Group conducted interviews with several individuals in leadership positions within HOPE SF to gather their perspectives and insights into the progress of the initiative.

Household Survey

- **Hunters View Baseline Household Survey:** Hunters View residents shared their thoughts about the rebuilding and revitalization through a household survey that LFA Group administered in the fall of 2011. At the time of baseline data collection, 128 households were available and 102 households completed the survey for an 80% response rate.

Administrative Datasets

- **Administrative Data:** There are many administrative datasets that this chapters uses. Housing Authority data contain information on employment status and wages; there are seven different data systems used by the five City agencies funding workforce programs and services; and the Tracking-at-a-Glance system has data on referrals that service connectors make to workforce

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[117] Most of the recommendations focus on what to do for individuals, but solutions cannot focus there exclusively. Residents should be supported to become employed in middle-wage jobs, but the economy is creating far more low- than middle-wage jobs. This shortage of living wage jobs puts significant structural constraints on the potential success of HOPE SF strategies – and indeed improving the employment rate has been challenging at even the most successful HOPE VI sites. Taking this constraint into account, some of the recommendations focus on supporting job development as a complement to workforce development.

programs and services. The table below provides a summary of relevant data and shows where data are not available for the baseline report.

Exhibit 68. Administrative Data Sources

Data Provided from:	Type of Data Stored	Data Available for Baseline Report	
		Yes	No
Department of Children, Youth, and Their Families	Participation in DCYF-funded Youth Workforce Development programs	✓	
	Job placements	✓	
Housing Authority	Employment Status and Wages	✓	
Human Services Agency	Visits to One Stop Career Link Centers	✓	
	Participation in workforce programs that are funded by TANF (Temporary Assistance for Needy Families) and GA (General Assistance)		✓
Mayor's Office of Housing	Participation in workforce programs that are funded by CDBG (Community Development Block Grants)	✓	
Office of Economic and Workforce Development	Participation in workforce programs that are funded by WIA (Workforce Investment Act)	✓	
	Job placements	✓	
	Participation in the CityBuild Academy (the sector academy that trains people for construction jobs)		✓
	Job placement data for Hunters View residents working in construction	✓	
San Francisco Redevelopment Agency	Participation in workforce programs provided by organizations funded under the Job Readiness Initiative		✓
Tracking-at-a-Glance (Hunters View only)	HOPE SF residents' need for a particular job-related service	✓	
	Referrals to services and connections to services	✓	

Without data available from all sources, there are limitations to the findings this report can present:

- **Overall participation in workforce development programs is under-counted.** There are three important groups left out of the count: (1) CalWORKS recipients participating in TANF-funded workforce development programs; (2) people enrolled in programs funded by the Jobs Readiness Initiative (which targets those with multiple employment barriers); and (3) those who enrolled in CityBuild Academy, the construction sector academy that prioritizes HOPE SF residents because it is the "feeder training" for construction jobs generated by rebuilding at HOPE SF sites.

- **Information about the number of residents employed in construction jobs resulting from rebuilding at Hunters View is not included with the OEWD and MOH information regarding job placements.** OEWD provided data on job placements and retention for those

who were placed in construction-related jobs through the Hunters View CityBuild project. However, these data were not provided to HSA, and thus were not incorporated into the administrative dataset matching. For this reason, information about these jobs is tallied separately.

To answer baseline employment questions, this chapter presents descriptive data, most often broken out by site and by age group: ages 16-24 (transition-age youth, referred to as TAY), and ages 25-64. And unless otherwise noted, the residents included in the findings represent *only* those who are able-bodied: those *not* enrolled in SSI (the federal disability benefit).

Baseline Profile of Employment and Earnings

Low Rates of Connection to the Labor Force

Exhibit 69 shows the percentage of residents (excluding those on SSI) who were employed at some time during the 2010-2011 year. For TAY, the rates range from 4% to 12%, and for adults ages 25-64, the rates range from 28% to 43%.

While these employment rates are distressingly low, they 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

Exhibit 69. Employment Rates of Non-Disabled Residents

Data Source: San Francisco Housing Authority

a resident had any earned income during 2010-2011. However, employment for the HOPE SF population tends to be 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.

Low Earnings from Employment

HOPE SF residents 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.[118] Residents are unlikely to

Exhibit 70. Wages for Employed Residents
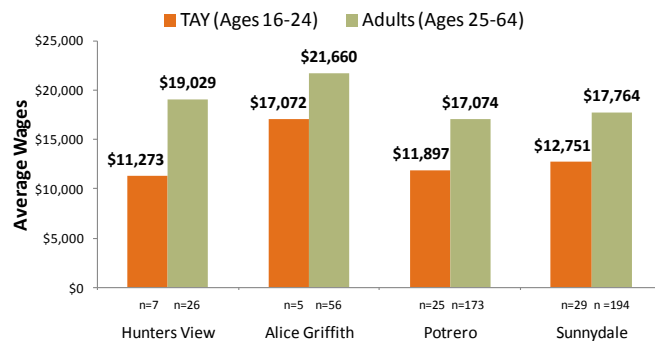
Data Source: San Francisco Housing Authority

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[118] 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.

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.

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 are in short supply, earnings may not rise enough 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.

Barriers to Employment

Low rates of employment for HOPE SF residents are "over-determined:" residents face a wide array of challenges, *each* of which make it difficult for residents to find and keep work – and together these challenges create a complex of barriers which considerably ratchet up the difficulty level. These barriers exist at the individual level (such as poor health), but also at the structural level (such as lack of jobs in the area). This section discusses some of the employment barriers that HOPE SF residents must contend with.

Individual-Level Barriers

On the whole, HOPE SF residents have multiple characteristics that will mean poor labor market outcomes. Two of the most powerful barriers to employment are low educational attainment and poor health (with poor health including issues of substance use and poor mental health). And when there are children in the home, the need for reliable childcare can often make finding and keeping a job difficult. This section summarizes the information available on these individual-level barriers.

Low Educational Attainment

In the decades since the late 1970s, skills have become increasingly critical to employment that pays a decent wage. The bifurcation of the labor market has also grown, with very high returns to highly skilled workers, and wages at the lower end of the skill range (those with a high school education or less) steadily dropping.[119] The jobs that the economy makes available to low-skilled workers rarely pay enough to create opportunities for self-sufficiency.[120] With skills critical for employment at decent wages, low educational attainment punishes job seekers in the labor market.[121]

HOPE SF residents have low educational attainment, making it difficult for them to compete for jobs in San Francisco. 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 Stop[122] Career Link centers (those using One Stops must report their highest education level achieved). These data

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[119] 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.

[120] Wilson, W.J. 1996. *When Work Disappears: The World of the New Urban Poor.* New York: Knopf.

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

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

may underestimate the proportion of residents with higher levels of education, because those residents are less likely to be seeking work. Nevertheless, One Stop data can paint a basic picture.

Exhibit 71. Educational Attainment

Legend: ■ Grade School ■ GED ■ HS Diploma ■ Certificate/License ■ AA Degree ■ Bachelors Degree ■ Masters or Above

Hunters View (n=40): Grade School 20%, GED 10%, HS Diploma 60%, Certificate/License 0%, AA Degree 3%, Bachelors Degree 5%, Masters or Above 3%

Alice Griffith (n=103): Grade School 34%, GED 6%, HS Diploma 47%, Certificate/License 5%, AA Degree 3%, Bachelors Degree 6%, Masters or Above 0%

Potrero (n=147): Grade School 31%, GED 13%, HS Diploma 42%, Certificate/License 2%, AA Degree 7%, Bachelors Degree 5%, Masters or Above 0%

Sunnydale (n=198): Grade School 34%, GED 10%, HS Diploma 41%, Certificate/License 2%, AA Degree 9%, Bachelors Degree 6%, Masters or Above 0%

Y-axis: Percent of Residents (0%, 25%, 50%)

Data Source: Human Services Agency: One Stop Centers

Totals may not sum to 100% due to rounding.

The low rates of post-secondary education in this population make the pursuit of well-paying jobs challenging, and residents who have not progressed past grade school are at an extreme disadvantage. While the data may not show the true percentage of HOPE SF adults who have graduated from high school, 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.[123]

Poor Physical Health, Mental Health Issues, and Substance Use

Residents face significant health issues that have the potential to greatly depress their labor market outcomes. When residents are in extremely poor health they can qualify for SSI, but health problems present a serious barrier even for those who do *not* quality for this federal benefit. SFHA data reveals the prevalence of poor health, because it classifies individuals as "disabled" based on its own criteria, separate from the SSI criteria. The Housing Authority uses the following definition to classify household members as disabled: [124]

A person with disabilities has one or more of the following:

- A disability as defined in section 223 of the Social Security Act.
- 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.
- A developmental disability as defined in section 102 of the Developmental Disabilities Assistance and Bill of Rights Act.
- AIDS or any condition that arises from the etiologic agent for AIDS.

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[123] U.S Census Bureau, State & County QuickFacts: San Francisco County, California, http://quickfacts.census.gov/qfd/states/06/06075.html (June 10, 2012).
[124] U.S. Department of Housing and Urban Development, Family *Report Form HUD-50058 Instruction Booklet* (2004).

The wording in the second bullet point suggests that the Housing Authority classifies as disabled those who may also face issues of mental health and substance use. Exhibit 72 shows the percentage of TAY and adults who are disabled under this definition, *even though they are not on SSI*. The rate is worryingly high, showing just how challenging it must be for residents to land, retain, and succeed in jobs.

Exhibit 72. Of the Residents not on SSI, Percent that the San Francisco Housing Authority Classifies as Disabled

Data Source: San Francisco Housing Authority
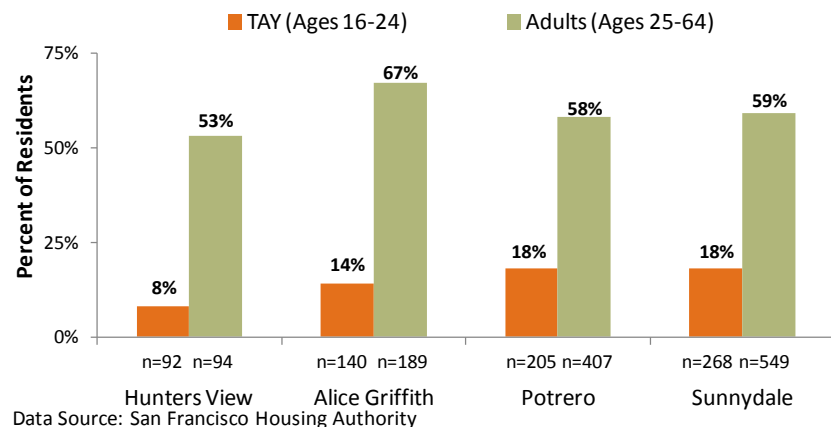
As research on HOPE VI shows, poor health is a major barrier to employment. Mobility issues and depression in particular are strongly correlated with people becoming unemployed, or and not being able to gain employment.[125]

Childcare Needs

The need for childcare can be a significant barrier to employment for households with young children.[126] At Hunters View and Alice Griffith, TAAG data should theoretically provide information on the challenges of childcare access.[127] However, the TAAG data showing the extent to which this is a barrier are not available for Hunters View or Alice Griffith. At Alice Griffith, the childcare questions were not asked of residents; at Hunters View questions about childcare were asked, but a low percentage of residents report that childcare is a barrier. The evaluation team believes this is due to the way the questions were asked: "do you have childcare problems?" and "do you need childcare to work or attend school?" If people *are not employed nor do they attend school*, they might not see themselves as having childcare problems (because they are available to care for their own children). Only 10% answered that they had childcare problems, and 28% that they need childcare to work or attend school.[128]

Structural Barriers to Employment

For HOPE SF residents, several structural barriers stand in the way of good employment outcomes. These include: (1) spatial mismatch, with the continuing trend of jobs leaving the neighborhoods that are accessible to HOPE SF residents; (2) lack of access to interpersonal networks that can lead to jobs; (3) a workforce system in San Francisco that is not set up to serve the "hardest-to-employ;" and (4) a disincentive to work, based on the link between income and the rent residents must pay (a disincentive that is partially real, and partially perceived).

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

[126] S.R. Zedlewski "Welfare Reform: What Have We Learned in Fifteen Years?" Urban Institute, Brief 24 (2012).

[127] There is not yet a data source for this information for Potrero or Sunnydale.

[128] This question was asked only of people with young children in the home.

Spatial Mismatch: Not Enough Good Jobs Nearby

The distance from job opportunities impacts employment. If jobs are not available nearby, transportation difficulties present a serious challenge to finding jobs and to commuting successfully to work every day.[129] HOPE SF residents must contend with a lack of employment possibilities in the neighborhood, particularly in Bayview Hunters Point (where Hunters View and Alice Griffith are) and Visitacion Valley (where Sunnydale is). The jobs per square mile in the Bayview is 3,504; for Visitacion Valley the figure is 1,450 – and for Potrero the number is 6,683. All are lower than the city-wide average, which is 11,519.[130]

Lack of Networks that Create Access to Jobs

Networks have important effects on job searches. Those living in concentrated poverty are unlikely to belong to networks that will provide access to significant job opportunities.[131] Responses to the Hunters View Household Survey provide some evidence that residents lack the type of social capital that will lead to employment: when asked "how many people in Hunters View do you know who you would ask for information about getting a job?" 36% answered "none," and another 31% answered "one or two."

San Francisco's Workforce System may not be Well-Configured to Engage and Serve HOPE SF Residents Effectively

San Francisco's workforce system provides programs and services designed to help job-seekers to build skills, conduct a job search, find employment, and advance in the workplace. The table below provides an overview of the major workforce strategies funded for adults in San Francisco, along with the services provided under these strategies, and their funding sources.

Exhibit 73. Programs and Services Offered through San Francisco's Workforce System

Workforce Strategies	Services Included in Programs Funded under this Workforce Strategy	Funding Sources
One Stop Career Link Centers	• Self-directed job search resources • Vocational assessment • Case Management • Referrals to education and training	• Workforce Investment Act (WIA) • Temporary Assistance for Needy Families (TANF)
One Stop Complementary Services	• Adult basic education • Computer skills training • Services to populations with additional employment barriers	• Community Development Block Grants (CDBG)

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[129] Wilson, W.J. 1996. *When Work Disappears: The World of the New Urban Poor.* New York: Knopf.

[130] These data are according to the Healthy Development Measurement Tool available online; the specific indicator is "Job Density." Data were retrieved from http://www.thehdmt.org/indicators/view/209.

[131] Wacquant, L. and Wilson, W.J. 1989. "The Costs of Racial and Class Exclusion in the Inner City," *Annals of the Academy of Political and Social Science:* 501: 8-25.

Exhibit 73. Programs and Services Offered through San Francisco's Workforce System

Workforce Strategies	Services Included in Programs Funded under this Workforce Strategy	Funding Sources
Sector Training	• Job preparation • Vocational training • Job placement	• WIA • CDBG
Job Readiness	• Vocational assessment • Barrier removal • Intensive case management • Job readiness training • Assistance navigating SF's workforce system	• CDBG • Redevelopment (General Funds)
Transitional Employment	• Subsidized job • Simultaneous barrier removal services • Job readiness training • Case management • Support with job placement at the end of the program	• Redevelopment (General Funds) • General Funds through OEWD • Philanthropy • Revenue from social enterprise

A wide variety of services is available, and many of them are targeted to the populations that face the types of barriers that HOPE SF residents face. However, as revealed in the overview of employment rates at the HOPE SF sites (showing very poor labor force attachment), the workforce development system has not yet been able to engage – and improve outcomes for – many HOPE SF residents.[132] As a later section in the chapter demonstrates, the workforce system is having much more success with youth at HOPE SF sites than it is having with adults in the 25-64 age range. For that reason, this section focuses on the reasons underlying the poor engagement of adults in particular. Why is the workforce development system not yielding positive employment outcomes for HOPE SF adults? Some suggested reasons are listed below.

▪ **The programs in the workforce system are largely funded through federal sources; federal dollars come with particular requirements that undermine the ability to tailor programs to local needs.** Federal funds (WIA, CDBG, and TANF) all come with specific requirements about how the dollars can be used and what requirements participants need to meet in order to enroll in programs. These requirements limit the extent to which San Francisco agencies can tailor programs to local needs. For example, federal guidelines for One Stop Career Link Centers is that they are generally very "light touch," primarily providing resources for self-directed job search. They are generally most effective in giving a leg up to people who are already very resourceful and motivated. There *are* additional services to access, offered in three

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[132] In theory, low employment rates at HOPE SF sites could also be explained by a selection process: those accessing workforce development services could achieve good employment outcomes and then move away; those remaining are the people who have not yet been able to do so. However, this explanation is unlikely. According to SFHA staff, public housing turnover rates in San Francisco tend to be quite low. The Hunters View survey results corroborate this claim of low turnover rates: the shortest length of time at the site is six years; the mean number of years is 29, and the median number of years is 18.

tiers: (1) core (basic job search assistance); (2) intensive (including assessment and case management); and (3) training. However, job-seekers must "pass" one tier to advance to the next. This sequential structure of services tends to result in attrition, with only the most persistent people reaching the "training tier." More generally, federally funded programs generally require participants to provide a great deal of documentation before they can enroll. Just providing documentation can be a high barrier to entry for highly disadvantaged populations.

▪ **The population needing workforce services in San Francisco far exceeds the number of people that the system has the capacity to serve.** Some of the lack of engagement with workforce services is a simple matter of supply and demand. While the exact size of the "market" for workforce development services cannot be known for certain, a rough estimate can be generated by looking at the population figures published by the Census Bureau. According to these figures, there are about 72,000 people of working age (18-64) living below the poverty line in San Francisco, about 44,000 total unemployed (both below and above the poverty line), and about 9,000 who are unemployed *and* living below the poverty line.[133] Even the smallest of these numbers represents a large market which may strain the capacity of San Francisco's workforce development system.

▪ **Providers' performance metrics tilt the playing field toward job-seekers with fewer barriers: providers have a disincentive to enroll the "hardest-to-employ."** Resources are limited; providers cannot serve every person in San Francisco who needs services. Under conditions of scarce resources, job-seekers with fewer barriers have an advantage because enrolling them helps programs meet their contracted performance targets. For example, for WIA-funded programs, metrics include employment entry, employment retention, and six-month earnings increases.[134] Enrolling those with high employment barriers, then, will make it difficult for providers to be accountable to their funders.

▪ **The job readiness strategy is geared toward job seekers with a high level of employment barriers, but this is an expensive strategy and even job readiness providers may "cream" participants (choose those participants they believe are most likely to succeed).** Job readiness is funded through CDBG and general funds from the Redevelopment Agency.[135] These programs are explicitly designed to serve job-seekers who have difficulty meeting the requirements for job-training programs. Even so, there are still several reasons that "highly-barriered" individuals can be left behind.

  o First, the performance metrics for CDBG-funded providers focus on ensuring that participants enroll in a training program, or become employed. With contracts lasting only a year, providers often prefer the "somewhat-barriered" to the "severely-barriered." The more participants they enroll with severe barriers, the harder it is for the providers to meet their performance targets.

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[133] U.S Census Bureau, *American Community Survey,* http://www.census.gov/acs/www/data_documentation/2010_release/ (June 1, 2012).
[134]There may be a similar issue at play for the workforce development programs available to those on CalWORKS and that are paid for by TANF funding: TANF funding is often geared toward "work first" programming. (TANF funding accounts for a large segment of programs in the workforce system: HSA's Workforce Development Division funds were $22.1 million in 2010-2011.) Work first programming, while it is quite successful in getting people employed in the short term, does not improvement the employment picture in the longer term (Hamilton 2012). HSA, however, has historically made efforts to *minimize* the impact of work first requirements on its CalWORKS recipients. Since the evaluation team did not receive data from HSA on the TANF-funded programs, there is no evidence that the work first philosophy has hindered HOPE SF residents.
[135] The SF Redevelopment Agency was dissolved in February 2012.

- o Second, these are high-touch (and therefore expensive) programs, and dollars are limited. In 2010-2011, about $600,000 was granted to about 12 organizations (only two of which operate in HOPE SF neighborhoods).
  - o Third, an approach that incentivizes serving the hardest-to-employ is even more expensive. The Redevelopment Agency designed its own job readiness strategy, called the Job Readiness Initiative (JRI). JRI used general funds, which are much more flexible and thus free from the types of performance targets that programs funded by CDBG and WIA must meet. Performance targets for JRI were actually designed to incentivize providers to serve those with more barriers, because targets focused on the number of barriers removed. However, this took a great deal of staff bandwidth (on the part of SFRA) for contract compliance, and thus was quite expensive to administer. With SFRA gone, it is likely that these performance metrics will shift gradually as OEWD takes over these contracts.

- **There is consensus among workforce stakeholders that transitional employment is the model that fits the needs of the hardest-to-employ, but it is an expensive model and the resources for it are scarce.** Transitional employment needs funding not only for programming itself, but also for wages or stipends for those employed in the transitional jobs. Providers must be in it for the long haul; the jobs often last for six months and participants often need additional support as they transition to competitive jobs. These program models do not fit typical performance targets, and thus need to be funded with much more flexible dollars. In San Francisco, they are funded through general funds, private philanthropy, and revenue that the providers earn through social enterprise (enterprises which provide the actual jobs as well).

- **In HOPE SF neighborhoods, there is a comparative lack of workforce programs accessible nearby.** There are no One Stop Career Link Centers in Potrero. There is one in the Bayview and one in Visitacion Valley, but both of them are limited, lacking the full complement of One Stop services. This is true of the One Stop complementary services as well; in the Bayview there is one that offers only computer skills training, and there are no providers in Visitacion Valley or Potrero.

The Link between Income and Rent: Real and Perceived Disincentives to Work

Rent for public housing residents is calculated according to a formula: 30% of their adjusted income. As income rises, so will rent. For every additional dollar earned, a resident will take home only 70 cents; this "tax" can create a disincentive to 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." [136]

Recognizing this disincentive, the Department of Housing and Urban Development has implemented policy entitled: the "Earned Income Disregard"[137] (EID). The EID allows the Housing Authority to exclude increased earned income from the rent calculation for the first 12 (consecutive or non-consecutive) months of increased earnings, and then disregards 50% of the additional earned income for the next 12 months before a full phase-in. There is a total of 48 consecutive months during which residents can take advantage of the EID. Starting in month 49, the EID no

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[136] 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).

[137] The policy is actually for an "Earned Income *Disallowance*," but this is commonly known as "Disregard."

longer applies.[138] Each year, the housing authority provides this information to residents so that they are informed of the policy. And there are other opportunities for residents to learn about the EID; for example, housing authority employees have attended resident meetings to answer residents' questions about the policy.

Despite these efforts, residents may not fully understand the policy, and thus may still perceive a greater disincentive than actually exists. In fact, HOPE SF's Economic Mobility Task Force Report points to the EID as "a source of confusion for those living at the housing sites." The documentation that residents receive each year is in fact fairly complex, stating that: "For 12 cumulative months, the PHA will exclude from the calculation of rent 100% of increased earnings of qualifying families. For an additional 12 months, 50% of increased earnings of qualifying tenant families will be excluded. This exclusion is limited to one 48 month window of opportunity in the lifetime of each family member." Given the complexity of the policy and of the communications around it, it is possible that residents experience a disincentive to work.[139]

Connecting HOPE SF Residents to San Francisco's Workforce Development System

San Francisco has an extensive workforce system that provides a mosaic of programs and services, with many of its programs designed to serve job-seekers who are very low-income, and who have multiple employment barriers. As discussed elsewhere, the system is not currently structured in a way that facilitates the successful engagement of HOPE SF residents. The vision of HOPE SF is to use on-site service connection to more effectively connect residents to workforce programs and services.

This section of the chapter first describes the vision for improving employment outcomes for HOPE SF residents. Then, it provides a baseline profile in terms of: (1) the level of success that service connection has had at Hunters View[140] to connect residents to workforce development programs and services; and (2) the extent to which residents at all four sites have engaged with the workforce system.

HOPE SF's Vision for Improving Employment Outcomes for Residents

The service connection model is designed to help HOPE SF residents improve their employment outcomes. Through needs assessments (which contain a special section on employment assessment), service connectors will identify residents who are interested in finding work, [141] and support them to develop a plan for removing employment barriers, pursuing workforce resources,

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[138] San Francisco Housing Authority Admissions and Continued Occupancy Policy, *Section 6-I.E*, http://sfha.org/SFHA_ACOP-6_2012.pdf (May 18, 2012).

[139] As the report was being written, the San Francisco Housing Authority made plans to improve communications around the EID. During that time, it began to design a curriculum for a training to be delivered to SFHA property managers, to build their capacity to inform the residents of the EID, and to ensure that they understand it.

[140] Service connection data on workforce referrals are available only at Hunters View. While service connection began during the 2010-2011 year at Alice Griffith, needs assessments began only in April 2011, and case managers had not yet begun to store referral data. Service connection had not been launched at Potrero or Sunnydale during the 2010-2011 year, so no service connection data are available for that period for either of those sites.

[141] Another barrier to joining the workforce may be lack of initial interest in finding work. The Economic Mobility Task Force notes this explicitly, stating that there is a need to create a "culture of work" at the HOPE SF sites.

and finding employment. Service connectors can make referrals to workforce service providers, and support residents to follow through on the referrals. This model is designed to dramatically improve the rate at which residents engage with the workforce development system.

Service connection supports employment in another way: there is a service connector dedicated *explicitly* to workforce. Although *any* service connector can work with a resident around employment, the workforce service connector has specialized knowledge of workforce development programs and services available to residents, and can help determine which might fit a resident's particular needs. The workforce service connector also organizes some on-site opportunities to learn about job opportunities and motivate residents around employment goals, such as "job clubs."

A centerpiece of HOPE SF's vision for improved employment outcomes is the opportunity that rebuilding provides. San Francisco is committed to supporting HOPE SF residents to benefit from the new job opportunities created by redevelopment. To make good on this commitment, SFHA, MOH, OEWD, and SFRA established a system that gives first priority for jobs to those living on site, and then second priority to those living at other HOPE SF sites. The workforce service connector is responsible for working with OEWD to learn of positions that come open, communicating to residents about job opportunities, doing outreach, identifying residents who might be able to benefit from construction job opportunities, and referring residents to the contractor for employment.

Once service connectors have connected residents with the workforce system, residents can engage with the system in a variety of ways. There are many different programs (see Exhibit 73 above for information on what is offered), each of which offer one or more of the services below:[142]

- **Self-Directed Job Search.** Every One Stop Career Link Center offers 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.
- **Assessment and Employment Planning.** Comprehensive assessment tools are used to help job-seekers identify appropriate employment goals, identify employment barriers, and develop a plan for building their human capital or to undertaking a successful job search.
- **Case Management and Supportive Services.** Job seekers may need to connect with supportive services to remove employment barriers; case managers can help them with this by connecting them with such services as healthcare, childcare, substance abuse treatment, emergency financial support, and legal services.
- **Job Readiness/Job Readiness Training.** Job readiness training provides job-seekers with soft skills such as appropriate workplace behavior, communications, and teamwork. Job readiness services also help set up job-seekers for success with job search preparation such as resume-writing, interviewing skills, information about how to find job openings, and guidance about how to use job search tools.
- **Job Training/Vocational Training.** Training that teaches hard skills, preparing the job seeker for a particular job or type of work.
- **Job Placement.** Job-seekers work with employment specialists or other staff to set up to conduct a job search, set up interviews, or be linked to a specific employer.

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[142] Providers funded by HSA, OEWD, MOH, and DCYF all offer one or more of these service activities.

- **Retention Services.** Providers work with individuals after they are placed to support job retention, and may act as a liaison with the employer to resolve issues.

How effectively does the service connection model connect Hunters View residents to the workforce system?

This section addresses three questions. Do Hunters View residents know where to go to access workforce development services? To what extent do service connectors at Hunters View connect residents with needed workforce services? And of those referred to services, how many are subsequently connected to the services to which they were referred?

Knowledge of Workforce Programs and Services

Residents at Hunters View say that they know where to find workforce services. When asked whether they knew where to go to get help in receiving job training or finding a job, almost 80% agreed or strongly agreed that they knew where to go. As the results provided in later

Exhibit 74. Knowledge of Workforce Development Resources

■ Disagree/Strongly Disagree ■ Neutral ■ Agree/Strongly Agree

I know where to go if I want to get help from local agencies in getting job training, or finding a job. (n= 97)

| 16% | 5% | 78% |

0%   25%   50%   75%   100%

Data Source: Hunters View Baseline Household Survey

sections show, this high level of knowledge has not translated into a high level of service connection. Some residents may attempt to engage with workforce services but do not succeed. For other residents, knowledge of where to go is not sufficient for service engagement – it is likely that there are simply too many other barriers standing in the way.

Service Connection: Needs, Referrals, and Follow-Through

This report uses two types of service tracking data (available for Hunters View only): (1) information on the *Hunters View Service Connection Dashboard* that Urban Strategies provides to the City Services Team; and (2) data from the TAAG database analyzed by LFA Group.

Data from the *Service Connection Dashboard* shows that employment has been a major focus of referrals. The dashboard provides the following information:

- 53 youth were referred for youth employment opportunities
- 23 residents were referred to CityBuild for a construction job referral
- 5 residents were referred to SF Conservation Corps
- 5 people were referred to Dress for Success

The findings from LFA Group's analysis of TAAG data on referrals are more disappointing than the information shown in the dashboard.[143] According to these data, to meet the needs of 43 people who want help finding a job, the referral most often provided was for a résumé prep service (13 people), and only 27 referrals were made overall. And while 31 people were interested in vocational training, they received only four referrals. From these results it appears as if only small proportions of people needing workforce service connection are actually receiving it. Especially

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[143] There are two likely reasons for the discrepancy: (1) the dashboard includes individuals that are not yet on lease, while the data that LFA analyzed includes *only* those on lease; and (2) the data stored in TAAG may not be 100% accurate

disappointing is the fact that no residents were referred to job readiness training and support; this service most likely refers to the Job Readiness Initiative, designed specifically for those with many barriers to employment.

Exhibit 75. Hunters View:
Connecting Residents to Employment Services and Supports

Residents' Needs		Referrals Made		Service Connection Outcomes	
Want help finding a job	43	Connected with a service providing interview clothing	1	Received services	1
		Referred to resume prep services	13	Service Provided	10
				Progressing	1
				Completed	2
		Referred to interview prep services	2	Service Provided	1
				Completed	1
		Connected to a job interview	3	Interviewed and hired	1
				Interviewed and not hired	2
		Youth referred to summer jobs	5	Did not connect with service	1
				Applied for the job	2
				Hired	2
		Placed in a CityBuild Job	3	Hired	3
		TOTAL Referrals	**27**		
Are interested in vocational training	31	Referred to a Jobs Now training program	1	Completed the training program	1
		Referred to on-the-job training	1	Participated in training program	1
		Referred to Job Readiness Training and Support	0	N/A	N/A
		Referred to Healthcare Academy Job Skills Training	0	N/A	N/A
		Referred to SF Conservation Corps Job Skills Training Program	2	Progressing	1
				Withdrew	1
		TOTAL Referrals	**4**		
Would like to be trained in a construction trade	29	Referred to CityBuild Academy	9	Graduated	2
				No show	7
Would like to enroll in GED classes	13	GED Prep	1	No show	1

Data Source: TAAG

The information about service connection does show a positive finding: when people were referred to services, they tended, on the whole, to connect with them. This suggests that service connectors are thorough in supporting people to follow through on referrals.

How effectively are HOPE SF residents connecting with the workforce system?

The evaluation team cannot provide a complete picture of connection with the workforce system because data presented exclude information on TANF-funded and JRI-funded workforce development programs, as well as information on the CityBuild Academy. The data presented here show those connected to workforce programs funded by WIA and CDBG (shown as "more intensive workforce programming"), the number of people visiting One Stop Career Link Centers, and youth participating in DCYF-funded programs. Because of missing data sources, the findings paint a more negative picture than is actually the case. However, if additional data were available, it is unlikely that the picture would be *radically* changed: even if participation rates doubled, they would still be quite low for those in the 25-64 age range. Available data (displayed in Exhibits 76 and 77) show that:

- **Very few adult HOPE SF residents engage in the more intensive workforce development programming.** Across all sites, only 14 adults participate in programs that provide case management, job readiness training (soft skills), vocational training (hard skills), job placement, and retention services. This number represents only 2% of the total non-disabled, non-employed working-age adult population.
- **The vast majority of adult engagement with the workforce system happens through visits to the One Stop Centers.** Across all sites, 227 adults visited a One Stop, representing 29% of the total non-disabled, non-employed working-age adult population.
- **Visits to the One Stop Centers represent "light touch" workforce system engagement (see Exhibit 77).** Of the 227 adults who visited a One Stop, four had a career assessment done, and 11 met with a case manager or career counselor, or received supportive services. The rest used the resources at the One Stop only to engage in self-directed job search activities, such as searching through job listings, or using the phone or internet. This pattern holds true for youth as well; out of the 40 who visited, only two did an assessment and one met with a case manager.
- **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.

Exhibit 76. Engagement in Workforce Programs

Age Group	Total Number of Non-Employed, Non-Disabled	Participating in More Intensive Workforce Programming		Visiting One Stops		Engaging in Any Workforce Programming (Unduplicated Count)	
		Number	Percent of Total	Number	Percent of Total	Number*	Percent of Total
16-24	639	73	11%	40	6%	112	18%
25-64	790	14	2%	227	29%	237	30%

Data Sources: Administrative Data from OEWD, MOH, and HSA (One Stops)

Exhibit 77. Activity Types Engaged in at One Stops

Age Group	One Stop Activity Type			Any Activity (Unduplicated Count)
	Self-Directed Job Search	Assessment	Case Management	
16-24	40	2	1	40
25-64	226	4	11	227

Data Sources: Administrative Data from OEWD, MOH, and HSA (One Stops)

The two tables below show information that drills down to workforce service connection results by site. At the site level, the workforce system is also having some success in engaging youth – and again, remember that the "percent served" makes the engagement rate look more negative than it actually is, since youth in this age group could be reasonably expected to be participating in other activities that promote success, such as attending high school or post-secondary education, and pursuing other types of youth development programming.

Exhibit 78. For Non-Disabled Residents, Ages 16-24:
Residents Participating in Any Service Activity

Site	Total Number of Residents Not Employed in 2010-2011	Program/Service Type			Total Unduplicated Number Served	Percent Served of those Not Employed
		DCYF-Funded Programs	Workforce Programs	One-Stop Centers		
Hunters View	83	5	5	5	15	18%
Alice Griffith	126	7	9	9	24	19%
Potrero	176	15	12	10	37	21%
Sunnydale	240	12	8	16	36	15%

Data Sources: Administrative Data from OEWD, MOH, DCYF, and HSA (One Stops)

And again at the site level, results for adults in the 25-64 age group shows that this group only weakly connects to the workforce system. The total participation rates are low overall, and most of the participation takes the form of visiting a One Stop, rather than participation in the more intensive case management, readiness, and training programs funded by CDGB and WIA.

**Exhibit 79. For Non-Disabled Residents, Ages 25-64:
Residents Participating in Any Service Activity**

Site	Total Number of Residents Not Employed in 2010-2011	Program/Service Type		Total Unduplicated Number Served	Percent Served of those Not Employed
		Workforce Programs	One-Stop Centers		
Hunters View	69	1	21	22	32%
Alice Griffith	133	3	46	48	36%
Potrero	232	3	70	72	31%
Sunnydale	356	7	90	96	27%

Data Sources: Administrative Data from OEWD, MOH, and HSA (One Stops)

Workforce Outcomes

After looking at the participation rate of HOPE SF residents in San Francisco's workforce system, the next step in understanding how well the system is serving HOPE SF residents is to investigate their program outcomes. Is engagement in the programs leading to progression along a career pathway?

LFA Group has four sources of information on employment outcomes: (1) from WIA-funded programs; (2) from DCYF-funded programs specifically for youth; (3) on residents placed in construction-related jobs through the CityBuild program; and (4) service connection dashboard data. There are several data limitations. First, providers funded by CDBG do not appear to be entering data on job placements consistently: for 2010-2011, the file on individuals paced contained only six residents at *all* public housing sites. For this reason, placement data from this data source is not included in this report. Second, the data provided through the service connection dashboard was not provided in such a way that it can be integrated with the administrative datasets. This presents two challenges. First, the service connection includes individuals not yet on lease who cannot be "filtered out" – so the population differs slightly from the population the remainder of the report focuses on. Second, there is no way of knowing whether those who the dashboard counts overlap with those already represented in the WIA-funded data.

Exhibit 80 contains a summary of employment placement data from the four data sources available to the evaluation team.

Exhibit 80. Workforce Program Outcomes: Summary from All Data Sources

Data Source	Number of Job Placements
Administrative Data on WIA-Funded Programs (OEWD)	5
Administrative Data on DCYF-Funded Programs	15
Information on Construction Related Job Placements Coordinated by CityBuild (OEWD)	29*
Service Connection Dashboard (TAAG)	35*
TOTAL	**84**

*Hunters View Only

LFA Group was also able to analyze more extensive data on outcomes that goes beyond placement. Exhibit 81 below shows the positive and negative outcomes for residents participating in WIA-funded programs (broken out by site, but not by age group).

Exhibit 81. Workforce Program Outcomes

Program Outcomes For Participants in WIA-Funded Programs		Site				
		Hunters View	Alice Griffith	Potrero	Sunnydale	TOTAL
Positive Outcomes	Services Completed	1	2	7	2	12
	Entered Employment	1	2		2	5
	Entered Advanced Training				1	1
	Entered Post-Secondary Education	1	1			2
	Attained Recognized Credential			1	2	3
	Total Positive Outcomes	**3**	**5**	**8**	**7**	**23**
Negative Outcomes	Services Not Completed		2		1	3
	Cannot Locate	2		1		3
	Total Negative Outcomes	**2**	**2**	**1**	**1**	**6**

Data Source: Administrative Data from OEWD

Across sites, there were 23 positive outcomes, including advances in education, and entry into employment. The remaining positive outcomes were "service completion," so it is unknown if the program eventually contributed to workforce progress. Six residents, however, exited their programs early, and program staff could not locate three of them.

Positive outcomes represent 79% of all outcomes for this group. This is, of course, an extremely small sample upon which to base any conclusions – and it cannot be determined whether the sample reflects how HOPE SF population might do as a whole. However, perhaps this high rate of positive is cause for cautious optimism; if residents can successfully connect to workforce programs, residents may begin making positive progress along career pathways.

Exhibit 82a shows placement data for youth participating in DCYF workforce programming during the 2009-2010 and 2010-2011 years. During the 2010-2011 year, one youth from Hunters View was placed, three from Alice Griffith, seven from Potrero, and four from Sunnydale. Exhibit 82b shows the average number of weeks the employment placement lasted – from a low of four weeks for Hunters View, to a high of 19 weeks for Alice Griffith. (Data on the number of weeks was not available for all the youth who were employed.)

Exhibit 82. For Youth Participating in DCYF Workforce Programming

82 a. Number of Youth Placed in Employment
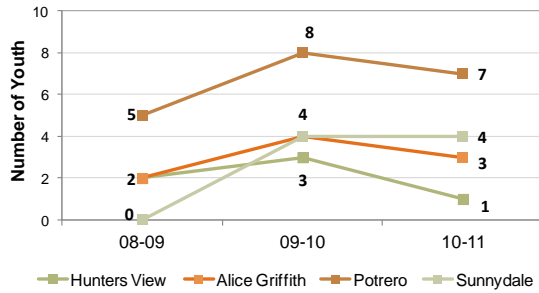
Data Source: Department of Children, Youth, and their Families

82 b. Average Number of Weeks Spent in Employment*

Hunters View
(09-10 n=2, 10-11 n=1)

Alice Griffith
(09-10 n=2, 10-11 n=3)

Potrero
(09-10 n=5, 10-11 n=3)

Sunnydale
(09-10 n=2, 10-11 n=2)
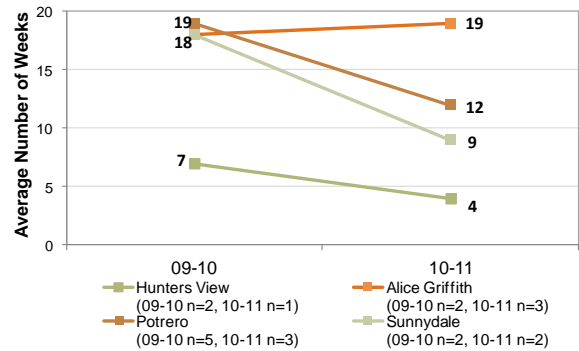
Data Source: Department of Children, Youth, and their Families

*The sample sizes for the length of employment do not match the number of youth employed in Exhibit 82a; data on number of weeks were not available for all youth.

Exhibit 83 below shows data on employment resulting from redevelopment efforts. Through June 2012, 29 Hunters View residents have been placed in construction-related jobs, and 52% are still employed. An additional 14% were not terminated and did not quit; their scope of work ended. These individuals have been placed back on the CityBuild list and are waiting for work placements.

Exhibit 83. Hunters View Residents Placed in Construction-Related Jobs

Employment Status	Number	Percent of Total
Residents Still Employed as of June 2012	15	52%
Scope of Work Ended	4	14%
Terminated	5	17%
Quit	5	17%
Total	**29**	**100%**

Data Source: Office of Economic and Workforce Development, CityBuild Staff

Exhibit 84. What's Working: Transitional Employment at Hunters View

One of the most exciting things about HOPE SF is that it creates a space for stakeholders to innovate – seeking creative ways to meet the needs of the HOPE SF resident population. In May and June 2011, HSA came to the table to create something new, and designed a transitional jobs pilot for Hunters View. Transitional job models are among the most promising practices for working with the hardest-to-employ. These models provide job-seekers with immediate placement – something very motivating compared to the prospect of engaging in time-consuming barrier removal and daunting selection processes. Transitional jobs also provide a strong complement of supports, with staff and employers providing supports throughout the initial job experience, and staff working closely with job-seekers to transition to the open labor market.

HSA designed the pilot to connect a high-barrier population to work through a progression of supported employment experiences (30-day placement in a sheltered work environment, followed by a six-month transitional job), coupled with support in transitioning to competitive jobs. By participating in these progressive employment experiences, residents are able to learn the ropes of the workplace in a safe space, and build skills that later transfer to a competitive job environment.

The program began with intensive outreach by HSA and service connectors to a targeted list of 12 residents. Five turned down the opportunity, and seven came to the one-day orientation. Six began the 30-day placement at Goodwill Industries, and four successfully completed it. Two people were employed in six-month transitional placements, one at Young Community Developers (YCD) and the other at the Bayview YMCA. Both completed their placements and made the transition to the competitive job market, staying on at YCD and the YMCA.

While only two of the original seven completed the six-month placement, the participants had several types of successes along the way. First, as the residents participated together in the 30-day placement, they came together as an effective peer support group. And three of the four who completed the placement gained valuable experience working with HSA staff and service connectors to create resumes and practice job interviews.

The pilot also provided some valuable lessons. There were several program components that worked well: residents were attracted to the pilot by the $20 incentive to attend the orientation, and by the promise of an immediate job placement – there were no hoops to jump through first. High-quality of the orientation provided clear information and motivation to residents. The cohort model also created a space for residents to support one another to progress through the program.

Staff also learned about ways to improve the model when a transitional job approach is used in the future. First, it was difficult to create job placements for the six-month transitional job. HOPE SF may want to set up a structure that creates a partnership with multiple employers, incentivizing them to create job placements for residents. Second, service connectors need additional training, resources, and support to successfully work with residents as they complete their employment placements and then transition to their next job.

Recommendations

The Campaign for HOPE SF convened an Economic Mobility Task Force (EMTF) in 2011 that developed a set of recommendations for strategies that will support positive employment outcomes for HOPE SF residents. The set of recommendations here builds on the EMTF recommendations, while taking into account information from the literature about what works,[144] and what is known

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[144] See Appendix E for a literature review on what is currently known about what boosts employment rates and employment success among hard-to-employ populations and public housing residents.

about the reasons the current workforce system has not succeeded in engaging HOPE SF residents, as well as what has been learned from the baseline resident profile, and their current level of engagement with the workforce system.

- **Convene an advisory group that focuses specifically on workforce.** A significant improvement in employment outcomes is critical for the success of HOPE SF. With this recognition of its critical nature comes the need to convene a group that can develop and push forward strategies designed to make deep progress in this area. In 2010 and 2011 there was, in fact, a work group of City agencies that have workforce development jurisdiction, but this was disbanded to make room for the Economic Mobility Task Force. It has not been reconvened since that time, for two reasons: (1) workforce-focused agencies also take part in the City Services Team, a deputy-level group convened by the Mayor's Office of Housing; and (2) HOPE SF is increasingly recognizing the need to reduce "silos" when crafting strategies. In other words, stakeholders are already investing valuable time in collaboration, and want to continue coming together in cross-discipline groups.

  Despite the validity of these reasons *not* to reconvene a workforce group, there is a clear need to do so. The workforce system is extremely complex, and the necessity to focus on some of the workforce-specific issues may be passed over in an interdisciplinary group which may not have the bandwidth to drill down to this level of detail. In addition, there is a need to include additional stakeholders as part of the group. Currently the collaboration efforts happen in groups: public agencies meet as part of the City Services Team, private funders meet with City agencies as part of the HOPE SF grantmaking efforts and Campaign steering committee, and there is a HOPE SF Service Provider Network that meets separately. Collaboration could be improved in three ways: (1) concentrating specifically on workforce; (2) bringing public agencies, private funders, and community-based providers together in one group; and (3) adding employers as a critical stakeholder. (The EMTF has already recommended convening an Employer Advisory Group, and the recommendation here is that this group be incorporated into a cross-stakeholder workforce advisory group.) A multi-stakeholder group focused on workforce was used to great effect in Chicago's public housing Plan for Transformation, and the result was over 6,000 public housing residents becoming employed in five years.[145]

- **Make more extensive workforce development tracking data a focus of TAAG investment.** Workforce data on program participation, placement, and retention are tracked in multiple data systems, and using multiple approaches. Each funding source needs its own tracking system, but there may also be a way to track workforce data in a unified way within TAAG. Tracking workforce data in a central location will greatly support stakeholder understanding of the extent to which their workforce investments are succeeding, and where to pursue additional improvements in strategy or program implementation. If HOPE SF funders decide to concentrate additional investments in staff data training and TAAG infrastructure, it would be wise to build on that opportunity to focus on workforce data tracking in particular.

- **Introduce substantial new investments into the system that incentivize public agencies and community-based organizations to target their resources to HOPE SF residents.** Because of the requirements that come with funding sources – in particular performance

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[145] Brown, P., and Dewar, T. 2010. *Collaboration, Leadership, and Political Will: Learning from a Civic Intermediary that Works.* Chicago, IL: The Partnership for New Communities.

targets that measure job placement, retention, and earnings increases – workforce providers often face disincentives to serve the hard-to-employ. The Job Readiness Initiative used an alternative approach: JRI performance measures focused on the number of employment barriers removed – and to remove a certain number of employment barriers, the programs needed to *enroll* people with significant employment barriers. As the Campaign invests new funds, it should consider this incentive structure and other innovative accountability structures that can incentivize serving hard-to-employ populations.

- **Capitalize on health strategies to help remove employment barriers.** Poor health is one of the most profound employment barriers, and HOPE SF residents must contend with a range of health problems. A high percentage of working age residents between 26 and 64 – even those *not* on SSI – have been classified as "disabled" by the Housing Authority due to physical or mental health problems. The HOPE SF strategies designed to improve health – including mental health and substance use issues – should be thought of as strategies to improve the odds of getting and keeping employment. There may be residents not yet ready to engage directly in workforce development services – and for them health improvement services may actually act as employment barrier removal. Participating in these services can set them up for succeeding in employment down the line. To parlay health improvements into positive employment outcomes, service connectors can "articulate" health interventions with workforce programs: they can increase their efforts to connect residents to workforce development after residents have seen significant health improvements.

- **Support service connectors to generate awareness around opportunities in the workforce system.** The service connection model is designed to provide residents with individualized case management around pursuing their employment goals. Service connectors have absolutely been working in this area already, but there has been turnover in personnel on the sites, and institutional memory may be lost when this happens. Each service connector should have access to training and manuals that can support them to do high-quality work to provide intensive support services to residents, even after they are already employed. The data suggest that currently service connectors may be primarily connecting residents with One Stops. One Stops are only a first step – service connectors need to ensure that they lead to the next step, such as job readiness training, vocational training, or landing a job.

- **Pursue a range of strategies that focus on building the human capital of HOPE SF residents.** HOPE SF residents have low educational attainment, and will have little chance of long-term economic security without accumulating more human capital. The workforce development strategy needs a serious focus on education and training. The good news is that there is evidence of interest among adults at the site in pursuing additional education. TAAG needs assessment data show that at Hunters View, 26% of residents would like to enroll in adult education, and at Alice Griffith, 22% are interested. While residents likely face barriers to enrolling, the high level of interest in and enthusiasm for education is cause for optimism, especially if HOPE SF can find ways to help residents realize their ambitions.

- **Invest in connecting HOPE SF residents to transitional jobs that incorporate barrier removal and other supports.** There are publicly-funded workforce providers in San Francisco (Goodwill and San Francisco Conservation Corps) that connect job-seekers to transitional jobs (TJ). Immediate access to a job (and a paycheck) may have the potential to motivate people in a way that participation in a way that training, a job readiness program, or barrier removal does not. A TJ model should incorporate the following elements:

- o **Provide intensive supports along with jobs.** Studies of the TJ model have shown that without intensive supports, those in transitional employment rarely parlay their job experience into a competitive job. Coaches, job counselors, or case managers should work with those in transitional employment to support them along the way, as well as through their transition into their next job. It may be possible to leverage existing service connection resources to provide these intensive supports (as suggested in the previous recommendation).
- o **Incorporate barrier removal as a component of intensive supports.** Residents may see barrier removal as just one more hoop to jump through, and delay before actually seeing a paycheck. Getting into a job creates its own momentum, and its own incentive to remove barriers. If barrier removal is incorporated into transitional employment, residents may be more likely to engage in it fully.
- o **Extend intensive supports to job placement after transitional employment ends.** Coaches, or others providing intensive supports, should provide job search and placement services. This will help ensure that transitional job experience leads to a long-term job.
- o **Encourage residents to obtain credentials from community colleges.** Community colleges offer many credentials with relatively high workforce value, and these are within reach of HOPE SF residents, even when they have not completed high school or a GED. Community colleges also offer financial aid, and can offer programs specifically to low-income students (e.g. CCSF has a wide range of supports for CalWORKS recipients). Service connection staff can help to connect residents to community colleges.
- o **Consider financial supports for residents who enroll in post-secondary education or in job training.** Residents living below the poverty line can be anxious for "a job, any job," and consider training or education to be something that impedes access to a paycheck. Providing a stipend or financial aid for residents who attend school or training can act as a powerful incentive to build human capital.
- o **Work with programs that already provide job training, investing specifically in supporting providers to tailor their services to HOPE SF residents.** The EMTF recommended this type of investment: if programs can consider HOPE SF residents as a customer segment they need to attract, they may have better success in fully engaging the residents.

- ▪ **Support the further development of OEWD's sectoral strategy, while ensuring that this strategy benefits HOPE SF residents in particular.** OEWD adopted a strategic plan in 2009, and its first goal was to develop a sectoral strategy. Since that time, OEWD has expanded its sector work from the CityBuild Academy to other sector academies in green jobs and healthcare. CityBuild has prioritized HOPE SF residents, but the data show that HOPE SF residents in 2010-2011 only rarely entered the other two sector academies: available data form MOH and OEWD show that there were only four who attended TrainGreen SF (the green sector academy), and two that attended the Healthcare Sector Academy. There are several ways that HOPE SF can move forward the existing sectoral strategy so that it can result in strong outcomes for residents. These include:
  - o **Create strong links to employers through an Employer Advisory Group (EAG).** The EMTF report included a recommendation to create an EAG, and within the context of a sectoral strategy, OEWD might convene an EAG for each sector. Each EAG could work with the sector academies, communicating employer needs about the specific workforce skills and requirements for the jobs that they need to fill. Sector academies could then design curriculum and training around these skills.
  - o **Develop job slots for residents through the EAG.** Employers may be willing to carve out job slots designated for HOPE SF residents. The EMTF recommended incentivizing

employers to do so by awarding them extra points during bidding for City procurement contracts. EAG members could also act as HOPE SF champions who do outreach to other employers, encouraging them to hire HOPE SF residents as well.

- o **Build the capacity of providers to act as labor market intermediaries.** Workforce providers themselves can develop links to employers through acting as labor market intermediaries. As part of their job placement practice, they can learn about the skills that employers are looking for, and the requirements that job-seekers need to meet to do well in specific job openings. They can also serve as a kind of broker and guarantor: they can identify those that they believe will do well in a particular job, and employers will be more likely to hire those individuals than if residents applied on the open market. They can also work with employers and residents if there are issues during employment, and can build up knowledge around how to avoid issues.

- o **Cultivate a partnership with San Francisco's community college (CCSF).** Community colleges have expertise in education and training, workforce development, and sectoral strategies. OEWD can partner with CCSF to help build out the work it has already begun with its sector academies, identifying a progression of credentials, each of which has workforce value in the target sectors. As a result of this partnership, CCSF may choose to design additional credential sequences that residents can acquire to advance within construction, green industries, and healthcare. Community colleges usually work with employers to design credential requirements, and sector-specific EAGs would provide ready-made employer groups.

- ▪ **Make an effort to increase the access of working residents to the Earned Income Tax Credit (EITC) as a way to increase a worker's effective wage.** Studies have established that the EITC is a powerful anti-poverty tool.[146] HOPE SF has so far not focused on increasing the rate at which residents receive this tax credit for working families, but a focus on the EITC may function as an excellent complement to employment strategies since it effectively results in a wage hike for earners in low-income tax brackets. Low-income working families with children can receive a tax credit worth thousands of dollars from the federal government.[147] Using the EITC as an income support will help to relieve the pressure on individuals to raise their earnings through human capital increases alone (since middle-wage jobs are scarce in the current labor market). In addition, the EITC has also been shown to be an effective incentive to work – so marketing this service may mean not only higher effective wages, but also a higher rate of residents entering the labor market.

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[146] Holt, S. 2006. *The Earned Income Tax Credit at Age 30: What we Know.* Washington DC: The Brookings Institution.
[147] Tax filers without children can receive the EITC as well, but the payments are much lower, capping out at less than $500.

ii. Education & Youth Development

HOPE SF has adopted a two-generation strategy to break the cycle of poverty by emphasizing connection to services for adults and connection to education and youth development programs for children.

Poverty is tightly linked to low levels of educational attainment. Nationally, among adults aged 25 and over, a third of those who had no college experience have annual incomes below the poverty level.[148] Adults with no college experience also make up almost two-thirds of adults who live in poverty.[149] Education provides long-term financial returns for the recipient, even when that education is at the preschool level; for at-risk children, quality early education is associated with an increase in the recipients' earnings and employee benefits in adulthood.[150]

HOPE SF youth must overcome more barriers to participate in the educational system than other young San Franciscans. These barriers include high rates of juvenile probation, high rates of single-parent households, low levels of educational attainment for the heads of their households, high rates of health problems, and high rates of special education needs.[151]

HOPE SF aims to ensure that children and youth at HOPE SF sites are succeeding in and out of school, despite the barriers they must overcome. To accomplish this goal, the HOPE SF Campaign convened an Education Task Force – a cross-sector coalition of subject-matter experts, community leaders from the SF Bay Area and housing sites. The Task Force has identified three strategic priorities, as shown in Exhibit 84 below.

Exhibit 85. Task Force Priorities and Strategies for Education and Youth Development

HOPE SF Strategic Education Priorities	
Strategic Priority #1	➢ Support programs and systems that ensure that all children enter kindergarten ready for school.
Strategic Priority #2	➢ Support efforts to increase school quality at schools near HOPE SF sites.
Strategic Priority #3	➢ Increase access to quality summertime, and before and after-school educational programs and other learning opportunities for youth.

Data Source: Campaign for HOPE SF Economic Mobility Task Force Recommendations

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[148] "Two Generations, One Future; Moving Parents and Children beyond Poverty Together," Ascend at the Aspen Institute (February 2012).
[149] Zakia Redd et al., "Two Generations in Poverty: Status and Trends among Parents and Children in the United States, 2000-2010," Child Trends (2011).
[150] "Two Generations, One Future; Moving Parents and Children beyond Poverty Together."
[151] "Recommendations to the Campaign for HOPE SF Steering Committee," Campaign for HOPE SF Education Task Force (February 2012).

Key Education Indicators at Baseline

The table below provides an overview of key education indicators for HOPE SF to track over time. The data also appear later in the chapter and are provided here as a snapshot for reference.

More preschoolers could be enrolled in San Francisco's free Preschool for All initiative. Hunters View students attend out-of-school-time programming for fewer days than other HOPE SF students. Less than a third of HOPE SF youth attend summer school. And, a significant percentage of HOPE SF youth are truant in middle school.

HOPE SF is designed to bring about changes in these indicators. With time, enrollment in preschool, attendance in out-of-school time, and enrollment in summer school should rise – and truancy rates should fall.

Key Indicators	Hunters View	Alice Griffith	Potrero	Sunnydale
1) Proportion of Four-Year Olds Enrolled in Preschool For All	25%	48%	47%	45%
2) Average Number of Days Students Attend Out-of-School-Time Programming During the School Year	69	102	108	108
3) Proportion of Students Who Participate in Summer Programming	32%	23%	22%	27%
4) Number of Children and Youth (Age 0-24) Attending Youth Development Programs	67	149	214	306
5) Proportion of Middle-School Students Who are Truant or Chronically Truant	53%	40%	48%	34%

This chapter shows the level of engagement with and attainment in education for HOPE SF residents during the fiscal year 2010-2011, establishing a baseline against which over-time gains can be tracked. This chapter discusses:

- Enrollment in preschool;
- Enrollment in and attendance rates in K-12 public school;
- Educational attainment in K-12 public school (as measured by standardized test scores;
- Indicators of school quality for the schools most attended by HOPE SF youth;
- Information on which youth development providers are serving HOPE SF youth; and
- Enrollment in and attendance rates in youth development programming.

Methods

Methods and data sources relevant to understanding the education picture for HOPE SF residents are briefly profiled below. For a more comprehensive description of the methods, please see Appendix A.

Key Informant Interviews

- **Key Informant Interviews:** LFA Group conducted interviews with several individuals in leadership positions within HOPE SF to gather their perspectives and insights into the progress of the initiative.

Household Survey

- **Hunters View Baseline Household Survey:** Hunters View residents shared their thoughts about the rebuilding and revitalization through a household survey that LFA Group administered in the fall of 2011. At the time of baseline data collection, 128 households were available and 102 households completed the survey for an 80% response rate.

Service Tracking Data

- **Tracking-at-a-Glance (TAAG):** The TAAG database is used to track residents' needs by Urban Strategies (a service connection provider at the Hunters View and Alice Griffith). Service connectors have found TAAG challenging to use, and there are limits in the capacity of TAAG to be tailored to local needs in San Francisco. For these reasons, the data should be interpreted with caution.

Administrative Datasets

- **First 5 San Francisco (First 5 SF):** First 5 SF manages the Preschool for All (PFA) program and collects important preschool indicators on the children enrolled in the program. First 5 SF provided LFA Group with a list of the children in public housing who are enrolled in the PFA program.
- **San Francisco Unified School District (SFUSD):** The SFUSD database contains education information on items such as residents' grade level, attendance records, standardized test scores, enrollment in summer school and afterschool, and special education status.
- **Department of Children, Youth and their Families (DCYF):** DCYF uses a contract management database to collect data from DCYF grantees on program participation. DCYF provided LFA Group with specific information on public housing residents' participation and attendance in youth programming.
- **Human Services Agency (HSA):** HSA collects benefit and enrollment data from its One Stop Career Link Centers. Benefits data includes enrollment in Medi-Cal, California Work Opportunity and Responsibility to Kids (CalWORKs), County Adult Assistance Programs (CAAP), and food stamps. One Stop data contain information on which residents used the Centers' employment services, including career planning, job search, assistance and retention services.
- **San Francisco Housing Authority (SFHA):** The SFHA database serves as LFA Group's master list, and provides key variables such as residents' housing site, age, ethnicity, and income sources.

Note: All data from SFUSD, DCYF, and First 5 were matched on name and date of birth. These three agencies do not track social security numbers, which would provide a higher degree of accuracy in the matching process, resulting necessarily in an undercount. For this reason, all figures that show participation in these programs as a percent of the whole HOPE SF population are almost certainly lower than they truly are.

Additionally, using names to match across records most likely results in an undercount of children of Asian and Latino descent. Asian children often have an informal "Western" name for use outside of the home, which does not match their legal records. Latino children often use both parents' last names, which also may not match their legal records. Both these traditions increase the chances that Asian and Latino children were not matched across records and are therefore underrepresented.

Document Review

- **Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond:** Emily Gerth, Senior Administrative Analyst at the San Francisco Human Services Agency (HSA), de-identified and merged the datasets that form the basis for some sections of this chapter. She produced a report using these data, and shared the report with LFA Group.

- **HOPE SF Task Force Recommendations:** The Campaign for HOPE SF convened three task forces to provide recommendations on how the Campaign should invest its funds in three areas of focus: education, health, and employment. Each task force consisted of individuals with topic-area expertise from both the private and public sectors.

- **HOPE SF Service Connection Plan:** The city of San Francisco produced the Service Connection Plan in January 2009 to document the city's plan to connect residents to services during redevelopment of the HOPE SF sites.

Enrollment in Preschool

The Education Task Force identified supporting "programs and systems to ensure students enter kindergarten ready for school" as one of their three strategic priorities. While there are a number of aspects to comprehensive kindergarten readiness, including health and family support systems, perhaps the most highly researched and consistently proven approach is provision of high-quality preschool. Studies show that at age 40, individuals who were enrolled in high-quality preschool at ages 3 and 4 "had higher earnings, were more likely to hold a job, had committed fewer crimes, and were more likely to have graduated from high school than adults who did not have preschool."[152]

There are three main agencies that manage free or reduced-cost preschool programs for the HOPE SF population: First 5, DCYF, and SFUSD. Data from these three agencies were combined to understand what proportion of the preschool-age population was enrolled in the 2009-2010 and 2010-2011 school years. The results of that analysis[153] are summarized in Exhibit 85.

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[152] "HighScope Perry Preschool Study," *HighScope,* http://www.highscope.org/content.asp?contentid=219 (May 11, 2012).

[153] Age calculated as of July 1 for the preceding school year. For the 2009-2010 school year, age was calculated as of July 1, 2010. For the 2010-2011 school year, age was calculated as of July 1, 2010. Age was calculated in this way for all analyses in this section.

As shown in Exhibit 86, about a third of three- and four-year-olds were enrolled in preschool from each of the four HOPE SF sites in each year. (The unusual pattern of preschool enrollment rates at Hunters View is most likely a statistical by-product of the very small population of preschool-aged children at that site and should not be given undue weight.)

While "preschool-aged" is usually defined as beginning at age three, San Francisco's Preschool for All program provides free half-day preschool for all four-year-old children in the city. It is therefore logical to assume that the rate of preschool enrollment would be higher for four-year olds than it would be for the more traditional, broader set of preschool-aged children. As can be seen in Exhibit 87, this is indeed the case for four-year-old residents of the HOPE SF sites. Almost half of four-year-olds at three of the

Exhibit 86. Percentage of Three- and Four-Year-Olds Enrolled in Preschool
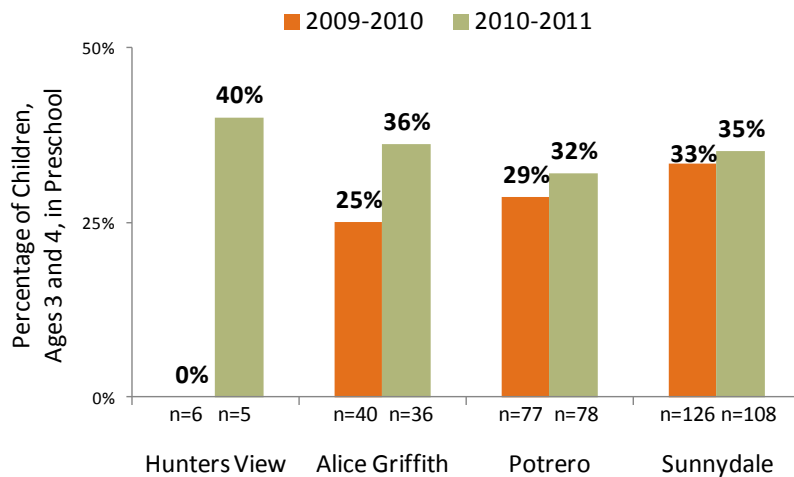
Data Source: SFUSD, DCYF, and First 5

Exhibit 87. Percentage of Four-Year-Olds Enrolled in Preschool

Data Source: SFUSD, DCYF, and First 5

four HOPE SF sites are enrolled in preschool. (Again, the unusual pattern for Hunters View is most likely attributable to the small population of children at that site, and should not be cause for significant concern.)

As described in the Methods section, these figures are most likely lower than is truly the case (due to the shortcomings inherent in the matching process). There are also likely to be several children enrolled in Head Start, and a few children enrolled in private preschool. However, even with those considerations taken into account, there is likely a substantial set of preschool aged children who are eligible for free preschool, but are not enrolled.

Kindergarten Through 12ᵗʰ Grade

Enrollment

School-aged children[154] at HOPE SF sites may be attending public school (in the SFUSD system), attending private or parochial school, or may not be attending school at all. While it cannot be determined with certainty, the percentage of HOPE SF children enrolled in private school is most likely small, given the expense. That assumption would indicate that the percent of children enrolled in SFUSD is a strong indicator for the percent of children attending school at all. However, as mentioned previously, it is almost certain that the match to SFUSD data produced an undercount since the two sources had to be matched on name, date of birth, and gender (as opposed to the more-accurate social security number). Therefore, when interpreting the data summarized in Exhibit 88, it is more important to focus on the *pattern* of enrollment than the overall percentage matched. For example, three of the four sites had enrollment rates for the 2010-2011 school year that represented about three-quarters of all school-aged children. However, Hunters View has a markedly lower enrollment rate, at 62% of school aged children.[155]

Exhibit 88. Percentage of School-Aged Children at HOPE SF Sites Who are in SFUSD Dataset
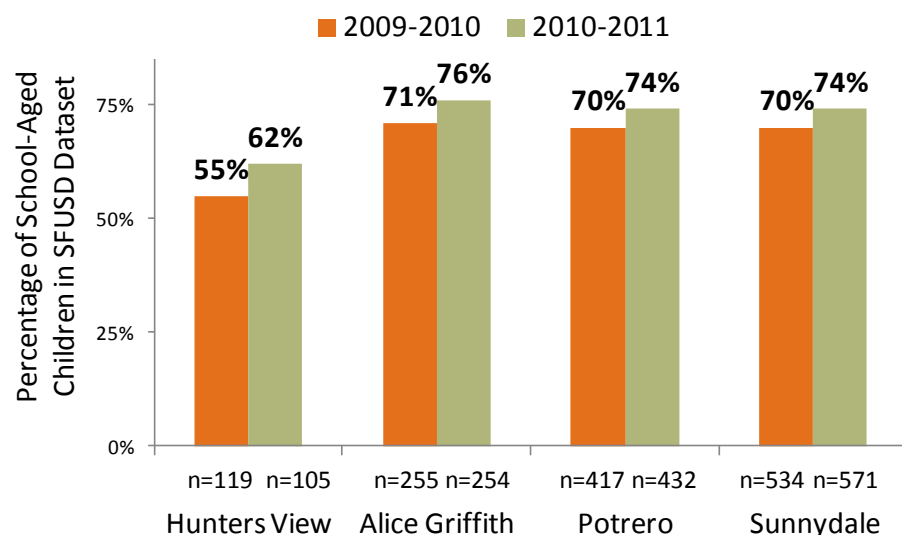
Data Source: SFUSD

Enrollment rate also varies substantially by age group (Exhibit 89). At the elementary level, enrollment is on par with the average of the site as a whole. Enrollment rises in middle school, but then drops among high-school aged residents.

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[154] Defined throughout as children who were at least five years old and less than 18 years old, as of July 1 of each school year.

[155] This difference was not statistically significant.

	Hunters View		Alice Griffith		Potrero		Sunnydale	
	2010	2011	2010	2011	2010	2011	2010	2011
Elementary School-Aged Children (Ages 5 to 11)	63%	63%	71%	76%	72%	75%	73%	76%
Middle School-Aged Children (Ages 12 to 13)	65%	81%	91%	84%	71%	81%	82%	83%
High School-Aged Children (Ages 14 to 17)	45%	51%	61%	71%	66%	69%	55%	64%

Data Sources: SFUSD and SFHA

LFA Group will be able to (roughly) track attrition among HOPE SF students over time, because it can be assumed that students who are present in this year's dataset but are not present in next year's dataset have dropped out (excluding those who are of graduation age). While this is not a perfect measure of dropout rates, it will help illuminate the extent of the problem over time.

Attendance and Truancy

Several studies of chronic absenteeism at a variety of age levels indicate that attendance rates are a strong predictor of both academic performance and likelihood of graduation.[156] This research suggests that attendance and truancy rates for HOPE SF students can serve as a reliable indicator of academic success as a whole.

According to California state standards,[157] students who have three or more unexcused absences in a school year are considered truant. For purposes of this report, students who have ten or more unexcused absences in a school year are considered chronically truant. (SFUSD had 176 school days in the 2010-2011 school year.)

When taken as a whole, 27% of all students in public housing in the 2010-2011 school year students were chronically truant, and an additional 34% were truant – for a total of 61% truant or chronically truant. This is broadly in line with the combined rates of truancy and chronic truancy at Alice Griffith (64%), Potrero (60%), and Sunnydale (58%). However, the truancy rates at Hunters View are substantially higher: a total of 77% of all Hunters View students were truant.[158]

Hunters View students had a higher average number of unexcused absences (14 unexcused absences on average, compared to between 7 and 9 for the other three sites).[159]

At all four sites, as with enrollment, rates of truancy tend to decrease in middle school and rise precipitously as students enter high school. This pattern is summarized in Exhibit 90, along with average and median number of days present.

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[156] Attendance Works, *Research,* http://www.attendanceworks.org/research/ (May 25, 2012).

[157] California Department of Education, *Truancy,* http://www.cde.ca.gov/ls/ai/tr/ (May 23, 2012).

[158] The truancy rates at Hunters View are significantly higher at Hunters View than at Sunnydale (p<.05). There is no statistically significant difference in truancy rates beyond this difference.

[159] This difference was statistically significant (p<.05).

Exhibit 90. Truancy Status and Attendance Rates for the 2010-2011 School Year

- ■ Chronically Truant (10 or more unexcused absences)
- ■ Truant (3 to 9 Unexcused Absences)
- ■ Not Truant

Number of Days Present*

		Chronically Truant	Truant	Not Truant	Average	Median	N
Hunters View	Elementary	30%	52%	17%	136	163	23
	Middle	18%	35%	47%	106	103	17
	High	69%	25%	6%	62	38	16
Alice Griffith	Elementary	12%	56%	32%	161	166	81
	Middle	15%	26%	60%	129	143	47
	High	58%	24%	18%	65	63	45
Potrero	Elementary	23%	37%	39%	154	164	175
	Middle	5%	43%	52%	145	149	44
	High	49%	19%	32%	86	84	63
Sunnydale	Elementary	25%	43%	32%	159	165	211
	Middle	16%	18%	66%	132	142	82
	High	34%	23%	43%	96	92	65

Percentage of Students

Data Source: SFUSD

*2010-2011 school year had 176 school days

Educational Achievement

In order to graduate from high school, California students must pass the California High School Exit Exam (CAHSEE). The CAHSEE is offered to 10th, 11th, and 12th grade students. Those who do not pass in 10th grade have two opportunities to take the test in 11th grade, and between three and five opportunities to pass the test in 12th grade. Across the state, 95% of the Class of 2011 had passed the CAHSEE by the time their senior year of high school was over.[160]

A slight majority of HOPE SF students who took the CAHSEE in the 2010-2011 school year passed (Exhibit 91).

Exhibit 91. CAHSEE Pass Rates for 2010-2011 School Year (10th, 11th, and 12th Grade Students Combined)

Data Source: SFUSD

Across the four sites, 57% of tenth graders passed the English CAHSEE in 2010-2011. In the same school year, 77% of all SFUSD tenth graders and 72% of SFUSD's economically disadvantaged tenth graders passed the English CAHSEE. The equivalent figures for the math test are as follows: 58% of all HOPE SF tenth graders passed, compared to 82% of SFUSD tenth graders and 78% of economically disadvantaged students.

The results for HOPE SF students from California's annual standardized tests, which are administered to all students in 2nd through 11th grade, are less positive (Exhibit 92). Between a quarter and a half of elementary school students at all four sites scored far below basic (FBB) or below basic (BB). In comparison, an average of 18% of SFUSD elementary students scored FBB or BB on the English exam, and an average of 15% scored FBB or BB on the Math exam. Performance worsens for middle school students; between 34% and 79% of HOPE SF students at each site received an FBB or BB score on the English exam, compared to an average of 17% across the district.[161]

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[160] "California High School Exit Examination Results Released; Achievement Gap Continues to Narrow," *California Department of Education*, http://www.cde.ca.gov/nr/ne/yr11/yr11rel59.asp (August 24, 2011).

[161] Because math placement begins to vary in eighth grade, it is difficult to compare the scores of HOPE SF students to those of students in the district as a whole. LFA Group did not have access to information on which math exam HOPE SF students in eighth grade or above took – only their score on those exams.

Exhibit 92. California Standardized Test Scores, by Grade Level, for 2010-2011 School Year

■ % Far Below Basic or Below Basic ■ % Basic ■ % Proficient or Advanced

Hunters View	Elementary	ELA	25% / 33% / 42%	n=12
		Math	38% / 8% / 54%	n=13
	Middle	ELA	79% / 21%	n=14
		Math	79% / 14% / 7%	n=14
	High	ELA	67% / 22% / 11%	n=9
		Math	88% / 13%	n=8
Alice Griffith	Elementary	ELA	49% / 37% / 15%	n=41
		Math	44% / 22% / 34%	n=41
	Middle	ELA	44% / 25% / 31%	n=36
		Math	56% / 22% / 22%	n=36
	High	ELA	62% / 31% / 7%	n=29
		Math	88% / 12%	n=26
Potrero	Elementary	ELA	41% / 27% / 33%	n=83
		Math	36% / 29% / 34%	n=85
	Middle	ELA	34% / 39% / 26%	n=38
		Math	66% / 11% / 23%	n=35
	High	ELA	52% / 32% / 16%	n=44
		Math	74% / 21% / 5%	n=42
Sunny-dale	Elementary	ELA	36% / 32% / 31%	n=102
		Math	32% / 24% / 45%	n=101
	Middle	ELA	40% / 37% / 23%	n=78
		Math	62% / 25% / 13%	n=79
	High	ELA	36% / 29% / 36%	n=42
		Math	55% / 13% / 33%	n=40

0%   50%   100%

Percentage of Students

Data Source: SFUSD

Special Education Students and Struggling Students

Across the four HOPE SF sites, between 19% and 23% of HOPE SF students are in special education (Exhibit 93), compared to 11% in San Francisco as a whole.[162] There was significant overlap between the children in public housing who were involved with child welfare and those who were enrolled in special education: 20% of

children from public housing enrolled in special education had had a child welfare case in the last two and half years. This is nearly twice the rate of involvement with child welfare compared to other children in public housing.[163] *For more information on rates of involvement with child welfare, please see the Child Welfare chapter of this report.*

Exhibit 93. Special Education Students, by Development
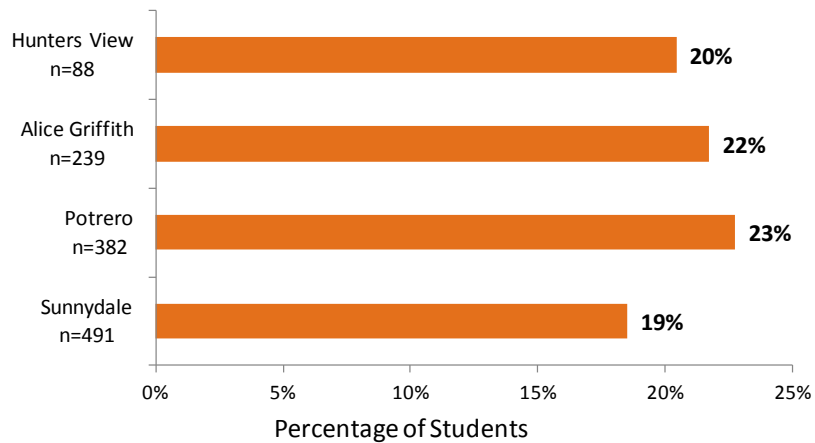
Data Source: SFUSD

While the education data for HOPE SF residents overall may be disheartening, the Hunters View household survey contains some potentially positive news in terms of parental knowledge of education-related resources. Over three-quarters of respondents said that they know where to go to get help for children having academic or behavioral problems (Exhibit 94). If Hunters View parents are able to access support for their children, educational attainment may rise over time.

Exhibit 94. Knowledge of Resources for Struggling Students
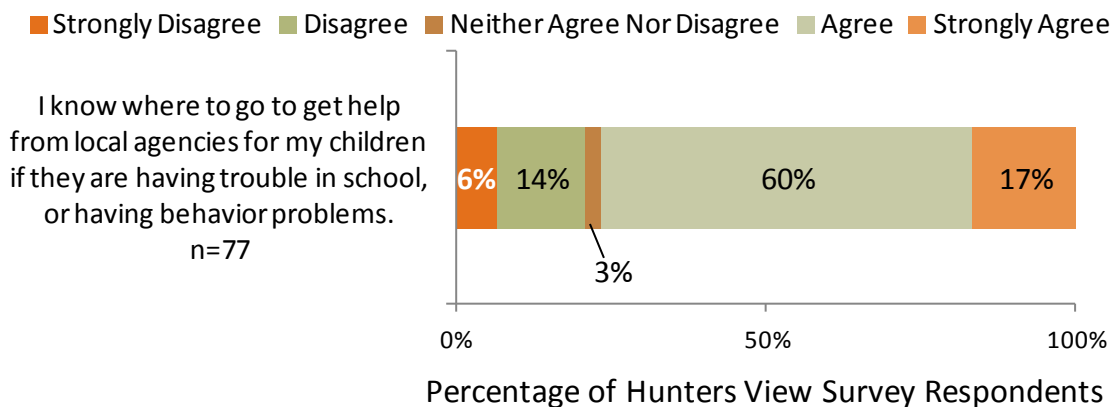
Data Source: Household Survey

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[162] California Department of Education, Special Education Division, *Special Education Data, 2010-2011,* http://dq.cde.ca.gov/dataquest/SpecEd/ (May 23, 2012).
[163]Gerth, "Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond."

Distribution of Students and Quality of Local Schools

The school is an important lens to better understand and contextualize student enrollment and educational attainment outcomes. School quality, in particular, is the focus of the second strategic priority identified by the Education Task Force: support efforts to increase school quality at schools near HOPE SF sites.

In SFUSD, students can choose to attend schools outside of their neighborhood. Students are given priority in transferring to their top choice if they meet certain criteria – including the academic performance of their current school and the average test score in their geographic area. Schools that fail to make Adequate Yearly Progress (AYP, as defined under No Child Left Behind) for two years in a row are considered Program Improvement (PI) Schools. Students from PI schools, and students from neighborhoods with average test scores in the lowest 20 percent ("test score areas"), are more likely to be given their top choice school.[164] **All HOPE SF sites are in test score areas, and all of the schools most attended by HOPE SF students are PI schools.**

Many HOPE SF students do choose to make use of these advantages, and choose to attend school elsewhere. As summarized in Exhibit 95, over half do *not* attend local schools. Exhibit 96 also contains information on the number of schools attended by HOPE SF students from each site; HOPE SF students have a high "scatter rate": the population as a whole attends a large number of schools across the city.

Exhibit 95. Distribution of HOPE SF Students Throughout School System

	Hunters View	Alice Griffith	Potrero	Sunnydale
Percent of HOPE SF students attending local schools[165]	28%	40%	28%	26%
Number of Schools Attended[166]	26	45	73	77

Data Source: SFUSD

Despite the high scatter rate, HOPE SF students are still present in high concentrations at the schools in their neighborhoods, especially at the elementary level (Exhibit 96). This finding lends credence to the decision by the Campaign for HOPE SF's education task force to make increasing the quality of schools in or near HOPE SF sites a strategic priority.[167]

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[164] San Francisco Unified School District, *Enrollment Guide, 2012-2013,* http://www.sfusd.edu/en/assets/sfusd-staff/enroll/files/2012-13/Enrollment%20Guide%2012-13.%20v.10.0%20English.pdf (May 11, 2012). San Francisco Unified School District, *Title I Program Improvement: SES and School Choice,* http://www.sfusd.edu/en/programs/state-and-federal-programs/title-i-program-improvement.html (May 11, 2012).

[165] "Local" defined as within the confines of the HDMT-defined neighborhoods

[166] Excludes atypical schools such as schools that provide childcare, schools for juvenile delinquents, schools for pregnant teens, and schools that report to the county.

[167] "Recommendations to the Campaign for HOPE SF Steering Committee."

Exhibit 96. Most-Attended Schools for 2010-2011 School Year

Most Attended Schools	Hunters View	Alice Griffith	Potrero	Sunnydale	All 4 Sites
Elementary School/ K through 8	Malcolm X Elementary* (12 students)	Bret Harte Elementary* (44 students)	Daniel Webster Elementary* (41 students)	Visitacion Valley Elementary* (49 students)	• Bret Harte Elementary (56 students) • Visitacion Valley (51 students)
Middle School	Martin Luther King Middle School (15 students)	Martin Luther King Middle School (3 students), James Denman Middle School (3 students)	Everett Middle School (5 students), Presidio Middle School (5 Students)	Visitacion Valley Middle School* (29 students)	• Visitacion Valley Middle School (33 students) • Martin Luther King Middle School (33 students)
High School	Downtown High School (6 students)	Philip and Sala Burton High School (16 students)	International Studies Academy at Enola Maxwell High School* (18 students)	Balboa High School (12 students)	• Thurgood Marshall High School (34 students) • International Studies Academy at Enola Maxwell High School (18 students)

Data Source: SFUSD

Indicates a local (within-neighborhood) school.

The most attended schools for HOPE SF students range in quality, as summarized in Exhibit 97. But, many are ranked in the lowest 10% of California schools (as determined by Academic Performance Index scores). All have been designated a PI school, after each school failed to make AYP for two subsequent years.

Should the HOPE SF Campaign find effective ways to support the quality of local schools, these performance indicators could improve over time.

Exhibit 97. School-Level Performance Indicators for Most-Attended Schools[168]

Level	School Name	2010 Base API	2010 Statewide Rank[169]	2010 Similar Schools Rank[170]	2011 Program Improvement Status[171]
Elementary School/ K through 8	Malcolm X Elementary	800	5	N/A	PI
	Bret Harte Elementary	627	1	1	PI
	Daniel Webster Elementary	702	1	N/A	PI
	Visitacion Valley Elementary	826	7	9	PI
Middle School	Martin Luther King Middle School	710	3	3	PI
	James Denman Middle School	722	3	1	PI
	Everett Middle School	607	1	1	PI
	Presidio Middle School	871	9	3	PI
	Visitacion Valley Middle School	691	2	4	PI
High School	Downtown High School	403	N/A	N/A	PI
	Philip and Sala Burton High School	676	3	3	PI
	International Studies Academy at Enola Maxwell High School	620	1	3	PI
	Balboa High School	770	7	6	PI
	Thurgood Marshall High School	601	1	2	PI

Data Source: SFUSD and California Department of Education

Enrollment and Attendance in Out-of-School Time Programming

A critical complement to school-time programming is Out-of-School Time (OST) programming. OST refer to more than what is traditionally thought of as "afterschool." OST includes the time before and after-school hours during the school year, school breaks and summer vacation. A meta-analysis of 68 studies concluded that high-quality OST leads to "improved attendance, behavior, and

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[168] California Department of Education, *DataQuest*, http://dq.cde.ca.gov/dataquest/ (May 30, 2012).

[169] "For the statewide ranking, the API scores are divided into 10 equal groups (deciles) for elementary, middle, and high schools. For each type of school, 10% of the schools are placed in each decile group; the groups are numbered from 1 (the lowest) to 10 (the highest). A school's statewide rank is the decile into which it falls." (http://www.ed-data.k12.ca.us)

[170] "For a given school, 50 schools with an SCI (school characteristics index) immediately above and 50 immediately below the school are selected as the group for comparison. (If the SCI for a given school is in the top or bottom 50 of the statewide distribution, the group becomes the top or bottom 100.) The 100 schools are then sorted by their API scores, divided into 10 groups (deciles), and marked from 1 (lowest) to 10 (highest). The school's Similar School Rank is the decile in which it falls (which may be different from its statewide API decile ranking)." (http://www.ed-data.k12.ca.us)

[171]Schools that fail to make Adequate Yearly Progress for two subsequent years are designated as Program Improvement Schools.

coursework."[172] In recognition of the critical role that OST can play, the HOPE SF education task force identified increasing access to quality OST programs as one of its three strategic priorities.[173]

School-Year Programming

SFUSD and the Department of Children, Youth & Their Families (DCYF) provide OST programming to a substantial proportion of HOPE SF youth. This section summarizes enrollment and attendance data from across these two agencies to understand the penetration rates of this critical service among the young people at HOPE SF sites. Exhibit 98 summarizes the rates of enrollment, by site, in the programming offered *during the school year* by these two agencies.

Across the four sites, a fairly consistent percentage of children (between 16% and 19%) are served by *both* DCYF and SFUSD OST programs, while about half of children are not served by either agency.

However, because DCYF and SFUSD coordinate to provide some programming, the individuals who appear in both datasets might be double-counted, as opposed to being served by both providers uniquely.

Exhibit 98. Participation in School-Year Out-of-School Time Programming, 2010-2011
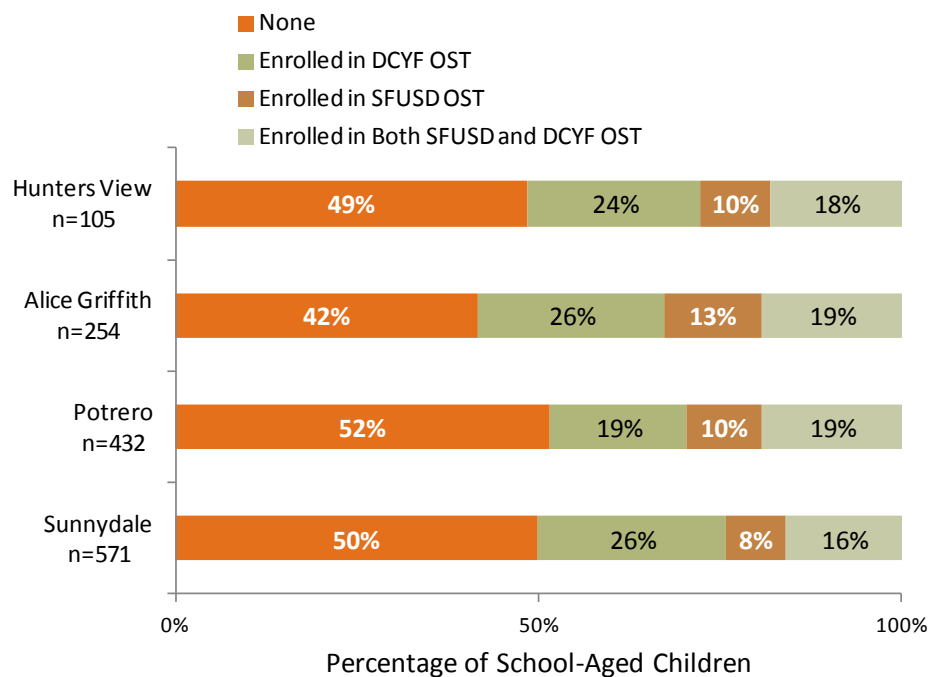
Legend:
- None
- Enrolled in DCYF OST
- Enrolled in SFUSD OST
- Enrolled in Both SFUSD and DCYF OST

Site	None	Enrolled in DCYF OST	Enrolled in SFUSD OST	Enrolled in Both SFUSD and DCYF OST
Hunters View n=105	49%	24%	10%	18%
Alice Griffith n=254	42%	26%	13%	19%
Potrero n=432	52%	19%	10%	19%
Sunnydale n=571	50%	26%	8%	16%

Percentage of School-Aged Children

Data Source: SFUSD and DCYF

Because both agencies track the number of days a student attended OST during the school year, it is possible to understand how many total days HOPE SF students participated in either agency's school-year OST programming. As summarized in Exhibit 99, the total number of days HOPE SF students attend school-year OST programming varies by site. Alice Griffith, Potrero, and Sunnydale students attend OST over 100 days per year on average. In contrast, Hunters View students attend OST for less than 70 days per year.[174]

Exhibit 99. Average Number of OST days Attended During the 2010-2011 School Year

Site	Average Number of Days Attended
Hunters View n=68	69
Alice Griffith n=180	102
Potrero n=244	108
Sunnydale n=337	108
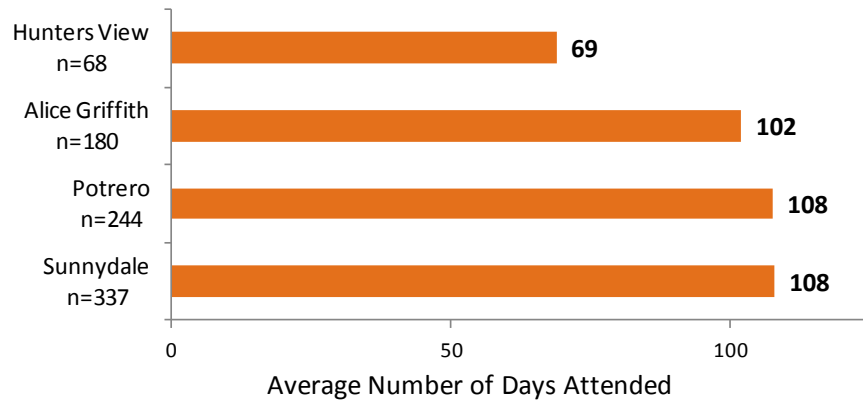
Data Source: SFUSD and DCYF

Exhibit 100. Attendance Rates for School-Year OST Programming, 2010-2011

Site	Average Attendance
Hunters View n=79	13%
Alice Griffith n=193	19%
Potrero n=230	16%
Sunnydale n=401	14%
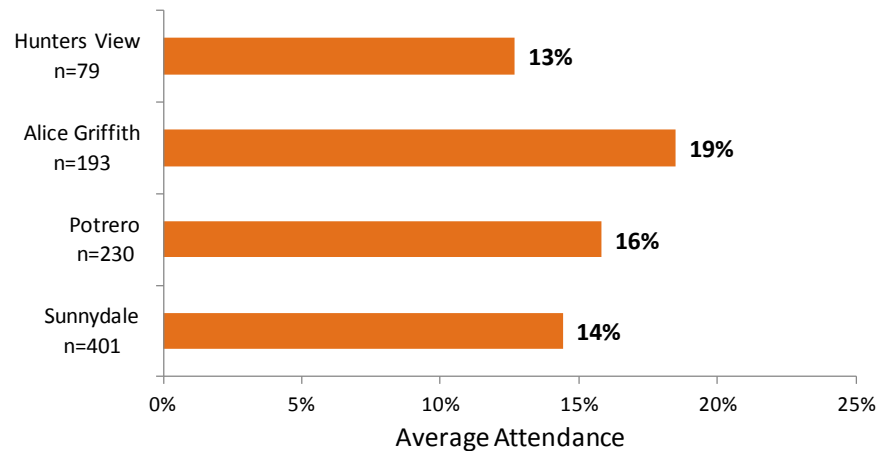
Data Source: DCYF

In addition to number of days attended, DCYF also tracks the number of days a particular program was offered. Therefore, it is possible to calculate attendance rates for DCYF school-year programming (Exhibit 100). This information is not available for SFUSD school-year programming.

Summer School

Summer programming is an especially important type of OST programming. Summer programming helps prevent backsliding and learning loss between school years, and has been proven to be especially helpful for students in poverty experiencing opportunity gaps.[175] It could therefore provide a critical link for HOPE SF students.

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[174] This difference was statistically significant (p<.001).

[175] Borman, G. and Dowling, N.M., "Longitudinal Achievement Effects of Multiyear Summer School: Evidence From the Teach Baltimore Randomized Field Trial" *Educational Evaluation and Policy Analysis,* 28 (March 2006) 25-48.

Unfortunately, as summarized in Exhibit 101, the majority of HOPE SF students were not enrolled in summer school in 2011. Of those who were enrolled, the majority was served by DCYF; five percent or less of all students were served by SFUSD.

As with school-year programming, it is possible to calculate attendance rates for students who participated in DCYF's summer programming. (Attendance for SFUSD summer school is not available.) Summer school attendance is summarized in Exhibit 102.

Exhibit 101. Participation in Summer Programming in 2011

■ None
■ Enrolled in DCYF Summer School
■ Enrolled in SFUSD Summer School
■ Enrolled in Both SFUSD and DCYF Summer School

Hunters View n=105: 68% | 30% | 1% | 1%
Alice Griffith n=254: 77% | 19% | 4% | 1%
Potrero n=432: 78% | 21% | 1%
Sunnydale n=571: 73% | 26% | 1%

Percentage of School-Aged Children

Data Source: SFUSD and DCYF

In this instance, the Hunters View attendance rate is misleadingly high. These 22 records of student participation in a summer program include 13 records of participation in a single program (The Heritage Camp at Malcolm X Academy, provided by YMCA Urban Services). Every single one of the students who participated in this program was recorded as having a 100% attendance rate. When these students are removed, the average attendance rate for Hunters View is 15%.

Exhibit 102. Attendance Rates for Summer Programming, 2011

Hunters View* n=22: 65%
Alice Griffith n=20: 26%
Potrero n=39: 26%
Sunnydale n=74: 20%

Average Attendance
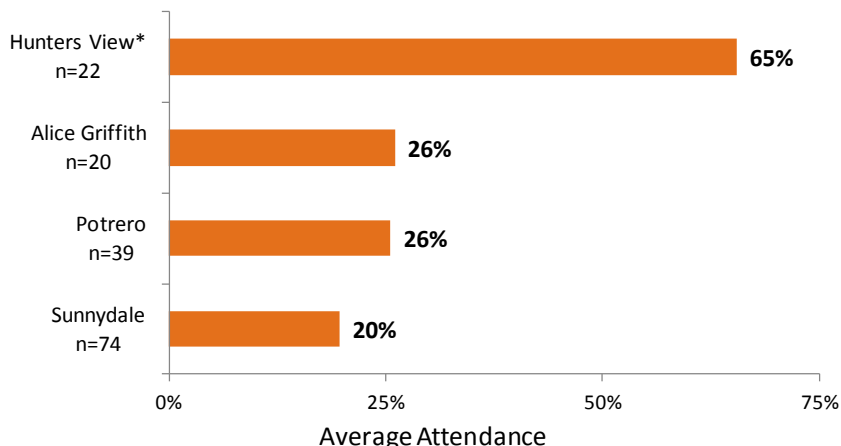
Data Source: DCYF

*Note: Please see text for more information.

Schools and Youth Development Programming Attended by HOPE SF Students

Youth development programming provides a critical complement to in-school, formal education. A wide variety of youth development programming is available through an extensive network of community-based organizations, many of which are funded by the City through DCYF, Human Services Agency, First 5 San Francisco, and other agencies. However, this section summarizes only those youth development services provided through DCYF as DCYF's data constituted the whole of what was available to LFA Group on this subject.

Overview of Available Programs

The type of DCYF program that public housing residents most commonly accessed falls under the Out of School Time (OST) strategy (see Exhibit 103 below).[176] As previously mentioned, OST services refer to more than what is traditionally thought of as "afterschool." OST includes the time before and afterschool hours during the school year, school breaks and summer vacation. OST programs are intended to enhance the cognitive, social, physical, artistic, and civic development of children and youth in kindergarten through eighth grade (K-8).[177]

Exhibit 103. HOPE SF Residents' Use of DCYF Directly Contracted Services in FY 2011 by Strategy

Service Area	Number Receiving Services (duplicated count)[178]
Early Childhood Education	87
Health and Wellness	144
Out-of-School Time	798
Violence Prevention Initiative	244
Youth Leadership	209

Data Source: DCYF

Examples of other DCYF-funded services, by service area, are:

- Early Childhood Education – e.g. child care
- Health and Wellness – e.g. health care and healthy food
- Violence Prevention Initiative – e.g. alternative education
- Youth leadership – e.g. youth employment and workforce readiness

For more information about the services provided under each service area please refer to DCYF's website: dcyf.org.

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[176] "HOPE VI to HOPE SF San Francisco Public Housing Redevelopment: A Health Impact Assessment," University of California Berkeley Health Impact Group (November 2009).

[177] "Children's Services Allocation Plan, 2013 – 2016," Department of Children, Youth & Their Families (March 2012).

[178] The count in this column reflects each service a child received. Children may be counted more than once if they received more than one service, even if that service was from the same organization. For example, many contractors run both an after-school and a summer program that target the same children. Children who enrolled in those two programs would be counted twice here.

Youth Development Programming Attended by HOPE SF Students

> ### Exhibit 104. What's Working: School-Age Children and Youth are Connected to Youth Development Programs
>
> Almost one in two (46%) HOPE SF school-age children and youth (ages 6 to 17) are connected to youth development programs funded by DCYF. Since there are other public and private funders of youth development programs in the city it is likely that this rate is even higher. Youth development programs not only help children and youth achieve positive educational outcomes, programs help youth make a successful transition to adulthood and, in turn, contribute to the development and vitality of San Francisco.

As summarized in Exhibit 105, DCYF programming is provided to all ages of youth, from 0 to 24 (the sample sizes, or n's, depicted below each age group reflect the total number of youth in that age range at each site). Within that range, DCYF programming was particularly effective in reaching school-aged children across the four study sites. At each site, approximately half of the youth age 13 to 17 and two out of five children ages six to 12 received services from at least one DCYF funded program. The high level of connection to these age groups suggests that outreach to these populations has been successful.

Since DCYF is not the only provider of children and youth services, the children and youth that are not being reached by DCYF may be receiving services from other providers. In particular, the 0-5 population is the target population of First 5 San Francisco, as discussed earlier.

Exhibit 105. Children and Youth's Participation In DCYF Funded Programs, FY 2010-2011

Data Source: DCYF
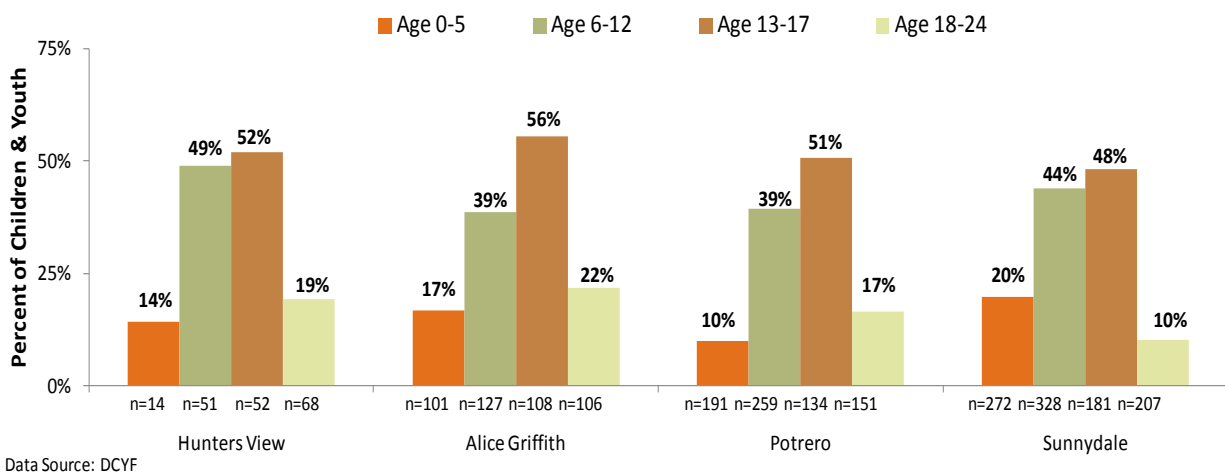
Getting more children and youth to enroll in programs is a key first step in supporting their development. However, enrollment on its own is not enough; once children and youth are enrolled in programs, service providers must also strive to ensure that children and youth are attending programs on a regular basis. A high attendance rate may be an indicator of high-quality OST programming. In a study conducted by the Wallace Foundation, high-quality programs serving elementary and middle school students had high participation rates, with 79% of participants

attending all of the time.[179] Among the teen programs in the study, 86% of participants attended all or most of the time.[180] The average attendance among children and youth attending DCYF programs was the highest among residents age 0-5 during the 2010-2011 fiscal year (see Exhibit 106 below, the sample sizes, or n's, depicted below each age range depict the total number of youth with DYCF program attendance records at each site). Average attendance drops steadily as children get older, with the exception of Potrero. So, although DCYF service providers have the highest penetration among the 13-17 year-old age group, this is also the group with the second to lowest attendance rate across all sites. This suggests that while service providers are successful at getting this age group to come through the doors, they are less successful at ensuring that they attend programs consistently.

Exhibit 106. Children and Youth Attendance Rates at DCYF Programs, FY 2010-2011

*Note: Attendance rate = number of days attended / numbers of days when a program hosted an activity.
**Note: Attendance rates were not reported for a site if there were less than 10 participant records.

Data Source: DCYF
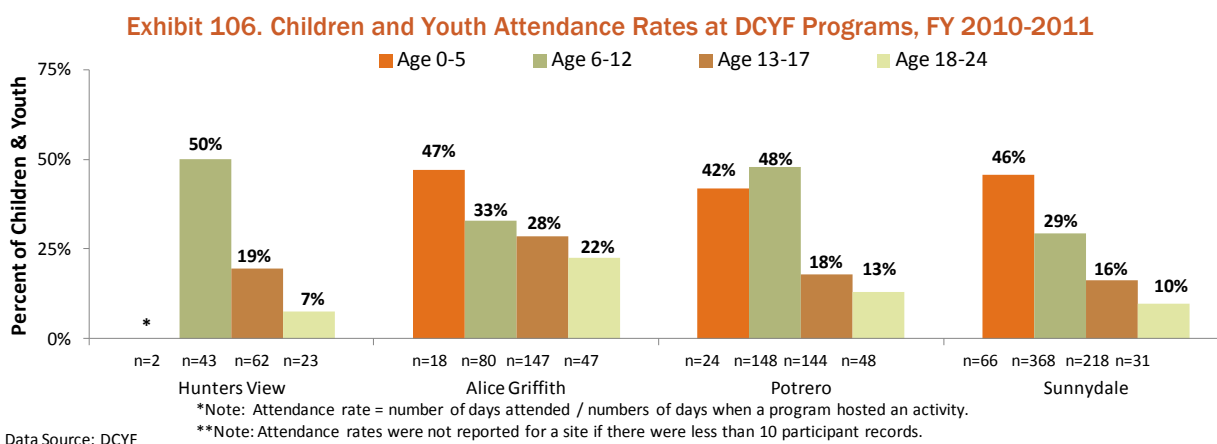
A closer inspection at program penetration by site indicates that children and youth at some sites are accessing programs more successfully than others (see Exhibit 106 above):

- Among the 0-5 age group, a higher proportion of children at Sunnydale accessed DCYF programs.
- Among the 6-12 age group, a higher proportion of children at Hunters View accessed DCYF programs.
- Among the 13-17 and 18-24 age groups, a higher proportion of children and youth at Alice Griffith accessed DCYF programs.

The variation in participation at the different sites suggests that some sites may be lacking programming for particular age groups, or that the strategies used by existing programs are not as effective at reaching the intended age groups.

Most Attended Programs by Type of Service Provider

When looking across all the programs provided by DCYF, it is evident that school site and on-site programs most successfully reached a large number of HOPE SF children and youth. Half of the organizations that served the most residents had programming at schools or at public housing

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[179] J.B. Grossman et al., "The Cost of Quality Out-of-School-Time Programs," The Wallace Foundation (January 2009).

[180] J.B. Grossman et al., "The Cost of Quality Out-of-School-Time Programs," The Wallace Foundation (January 2009).

developments (see Exhibit 107).[181] Several of the others that figured prominently—the Potrero Hill Neighborhood House, Samoan Community Development Center, and TURF Community Organization—were located within blocks of a development.

Exhibit 107. Top DCYF Contractors by Number of HOPE SF Residents Served
(20 out of 111 Organizations)

Organization	Number of Residents Served (FY 2010-2011)	Location of Provider		
		School Site	HOPE SF Site	Other
Boys & Girls Clubs of San Francisco	140		✓	
SFUSD – Wellness Initiative	140	✓		
YMCA - Urban Services	98	✓		
Jumpstart	48			✓
Real Options for City Kids (ROCK)	45	✓		
Potrero Hill Neighborhood House	42			✓
Omega Boys Club	40			✓
YMCA - Bayview Hunters Point	38	✓		
Mission Neighborhood Centers, Inc.	32	✓		
Samoan Community Development Center	26			✓
Hunters Point Family	23		✓	
TURF Community Organization	21			✓
Brothers Against Guns	20	✓		
Youth Guidance Center Improvement Committee	20			✓
Girls After School Academy	18			✓
Bayview Association For Youth	14		✓	
Huckleberry Youth Program	13			✓
Youth Justice Institute	13			✓
Life Frames, Inc.	12	✓		
Special Services for Groups	12			✓

Source: DCYF

There are several providers with programs located in HOPE SF neighborhoods whose services are *not* being used by HOPE SF residents. At Hunters View, for example, just 11 out of 33 organizations

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[181] One important caution, however, is that the higher levels of connection may reflect the process of matching data to the master list. Community-based organizations that operate jointly with schools may have higher administrative capacity generally and, therefore, be more likely to have reported high quality data to DCYF. As a result, these organizations might systematically match more frequently than lower capacity nonprofits.

with service sites in the Bayview Hunters Point neighborhood are serving Hunters View residents (Exhibit 108).

Exhibit 108. Number of Local Providers Serving HOPE SF Residents

Neighborhood	Number of Providers Located in the Neighborhood	Of Those Providers, Number Serving HOPE SF Residents
Bayview Hunters Point	33 local providers	11 providers serving Hunters View residents (33% of local providers)
		16 providers service Alice Griffith residents (48% of local providers)
Potrero Hill	20 local providers	7 providers serving Potrero residents (35% of local providers)
Visitacion Valley	25 local providers	12 providers (48% of local providers)

Data Source: DCYF

Youth Development Programming Offered on Site

On-site youth development programming is provided at HOPE SF sites by various community-based organizations. These programs provide youth with academic support; leadership development; employment opportunities; and peer support groups. The specific types of programs provided on site vary by HOPE SF development. At Alice Griffith, the 100% College Prep Institute (formally known as 100% College Prep Club) provides afterschool academic and social support for middle school children three days a week at the Opportunity Center. Anywhere from 15-25 children attend on any given day.[182] The 100% College Prep also coordinates a summer camp program on site. The Hunters Point Family Peacekeepers program serves at-risk youth (ages 10-22) and families at Alice Griffith through crisis prevention and intervention. The Peacekeepers program provides youth with academic tutoring, leadership training; individual and group support; life-skills training; nutrition classes; employment training; and supervised social activities.

At Hunters View, Walden House—a local drug and alcohol treatment center—organizes weekly support groups.[183] On-site youth programming is important because it can be tailored to the needs of youth at public housing sites, and ensure that youth have access to programs at a convenient location. On-site youth programming, however, is not intended to replace programming provided off-site. HOPE SF currently convenes a network of service providers to increase access to existing programs operating citywide.

HOPE SF also provides programming to youth as part of the Youth Leadership Academy. The Academy was formed in 2010 to provide residents ages 14–16 with the development knowledge and leadership skills they need to fully participate in the revitalization process. The HOPE SF Youth Leadership Academy also serves as a gateway to employment opportunities by providing youth with practical, real-world experience, job skills, paid opportunities, and connections to employers. In its first year, the HOPE SF Youth Leadership Academy successfully recruited and trained 20 public housing youth from four sites (Sunnydale, Potrero, Westside Courts, and Hunters View) and

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[182] "Bi-Weekly Report for Hunters View and Alice Griffith," Urban Strategies (February 2011).
[183] "Bi-Weekly Report for Hunters View and Alice Griffith," Urban Strategies (March 28, 2011).

engaged them in the revitalization process. Fundraising is underway with hopes to recruit a new Youth Leadership Academy class in 2012. [184]

Role of Urban Strategies in Connecting HOPE SF Youth to Programming

Urban Strategies, the organization that provides service connection services to Alice Griffith and Hunters View, actively works to connect HOPE SF youth to on-site and off-site youth programs. For example, Urban Strategies has helped to connect youth to summer camps and summer job positions.[185] To encourage youth to attend summer camps, Urban Strategies often provides youth with breakfast.[186] At Potrero, the community building team successfully linked 20 residents to the RAMP program that teaches young adults ages 18-24 job and life skills linked to long-term employment opportunities.[187]

In addition to connecting youth to existing programs, Urban Strategies teams up with schools and community-based organizations to provide new programming to public housing and neighborhood residents. Urban Strategies teamed up with the YMCA, BMAGIC and Malcolm X School to host a summer resource fair at Malcolm X for elementary and middle school families.[188] Agencies such as YMCA, Boys and Girls Club, Girl Scouts and Boy Scouts and Crissy Field were represented at this event. Urban Strategies has also partnered with City of Dreams to provide an afterschool program called Dreamscape for the middle school aged children at Hunters View. Initially, the program will operate two days per week with the goal of increasing the program to five days over time.[189] Urban Strategies also plans to establish youth advisories at both Hunters View and Alice Griffith to provide youth with a role in planning their neighborhood's future.

Recommendations

- **Reduce duplication between SFUSD and DCYF of school-year OST services in order to serve more HOPE SF children:** About half of HOPE SF school-aged children are not enrolled in SFUSD or DCYF school-year programming. Although some percentage of those children are likely being served by other providers, a large proportion of HOPE SF children are not connected to additional, out-of-school programming.

  A substantial percentage (between 16% and 19%) of HOPE SF children are actually enrolled in both DCYF and SFUSD OST programs. Some of this duplication may actually be a result of how the two agencies coordinate and keep records, but some of it most likely results from duplicate services being provided to a student. While it can be assumed that those children get some added value out of participating in multiple programs, it is most likely a better investment to reduce overlap between the agencies and use the saved funds to reach more children.

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[184] HOPE SF's Youth Leadership Academy operates separately from the Leadership Academy for adults. As discussed in the Leadership chapter, the future of the Leadership Academy for adults is uncertain.
[185] "Bi-Weekly Report for Hunters View and Alice Griffith," Urban Strategies (July 11, 2011).
[186] "Bi-Weekly Report for Hunters View and Alice Griffith," Urban Strategies (July 11, 2011).
[187] Rebuild Potrero, *Current Programs,* http://www.rebuildpotrero.com/wordpress/?page_id=32 (May 11, 2012).
[188] "Bi-Weekly Report for Hunters View and Alice Griffith," Urban Strategies (February 2011).
[189] "Bi-Weekly Report for Hunters View and Alice Griffith," Urban Strategies (February 2011).

- **Verify attendance rates for youth programming:** While it may not be feasible to thoroughly audit the attendance data submitted by all providers of youth programming, DCYF may want to automatically flag any provider who reports 100% attendance rates for any one of its programs. These providers could be asked to confirm these figures, or to provide some record of these attendance rates.

- **Leverage the success of school-based programming:** Evidence from DCYF data suggests that schools provide an important gateway to services. For example, almost a quarter of teenagers who live in public housing accessed services at a school-based health and wellness center last year. Similarly, the afterschool programs with the highest attendance by public housing residents were programs at schools. These programs demonstrate that schools build relationships with families that can be leveraged to improve the connection to, and depth of, other services received.

- **HOPE SF should continue to provide opportunities for youth leadership:** Youth involvement in HOPE SF's design and decision-making process is important for both the youth and for HOPE SF. Involvement provides youth with an opportunity to develop leadership skills applicable in other settings. For example, as part of the Youth Leadership Academy youth have the opportunity to develop greater self-esteem and motivation, and learn public speaking and other skills that better prepare them to succeed as adults, while also engaging them in the development of their community. The Youth Leadership Academy should be continued and expanded, if possible. Involving youth in HOPE SF benefits the initiative by gaining the perspective of an often-overlooked group, and by gaining buy-in from a substantial portion of the population.

- **HOPE SF should leverage existing data systems, such as TAAG, to better track the engagement of youth in on-site and off-site youth programming.** The findings presented in this chapter relied on data available from DCYF. TAAG, which was designed to track residents' connection to services, is an existing resource that should be leveraged to better assess youth engagement and outcomes. One of HOPE SF's goals is to ensure that children and youth at HOPE SF sites are succeeding in and out of school. However, few residents under the age of 18 were tracked in TAAG at the time data were extracted for this report. Identifying and supporting the needs of children and youth are key to supporting the healthy development of all residents and the community.

Questions for Reflection

- **How can Hunters View students be better supported?** Across a number of indicators, the level of engagement in education for Hunters View youth appears lower than for youth from the other HOPE SF sites. A smaller percentage of Hunters View school-aged children matched into the SFUSD dataset, which probably means that a smaller percentage of Hunters View children attend school. Compared to the other three sites, a higher proportion of the Hunters View students who do attend school were truant or chronically truant in the 2010-2011 school year. Hunters View students also had a significantly higher number of unexcused absences than students from Alice Griffith, Potrero, and Sunnydale.[190] While a typical proportion of Hunters

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[190] This difference was statistically significant (p<.05).

View students attend school-year OST programming, those Hunters View students who do attend are present for significantly fewer days than other HOPE SF students.[191] HOPE SF might be able to reverse this pattern by providing dedicated resources for engaging Hunters View youth in the school system. Perhaps this could take the form of hiring a service connector who is solely focused on the Hunters View youth, or directing all service connectors to dedicate a portion of their time to work with the youth population specifically. Service connectors and/or leaders within the community may be able to suggest further strategies for preventing youth disengagement.

- **How can HOPE SF help to address truancy and disconnection from school?** Connection to SFUSD drops, and truancy increases dramatically, when students enter high school. At all ages, truancy is high. To address this pressing issue, the Campaign for HOPE SF is considering giving a matching grant to SFUSD, "for truancy prevention strategies in accordance with AttendanceWorks best practices."[192] That funding would go to schools located near HOPE SF sites or schools that serve a large population of HOPE SF students. This strategy of "pulling" students in to the schools could potentially be combined with one focused on "pushing" students from the HOPE SF sites, by providing targeted funding for service connectors who focus on the needs of youth.

- **Why aren't more preschoolers are enrolled in Preschool For All?** Although it is free for all four-year-old San Franciscans to attend half-day preschool, HOPE SF families may face greater obstacles to taking advantage of this resource than other families in the city. They are less likely to be able to afford the cost of enrolling the child in full-day preschool,[193] which may present barriers to balancing their own work and having the child participate in preschool. They also face transportation barriers that most San Francisco residents do not, and they often express safety concerns about taking advantage of available public transportation.[194] As a first step to removing these barriers, the on-site service connectors could potentially ask parents/guardians of preschool-aged children what prevents them from enrolling their children in preschool, and how HOPE SF could make it easier for them to do so. This valuable information could help guide the Initiative in determining how best to support families with preschool-aged children and how to ensure those children enter kindergarten ready for school.

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[191] This difference was statistically significant (p<.001).

[192] HOPE SF Draft Investment Approach, provided by The San Francisco Foundation.

[193] Full-day preschool is subsidized under Preschool for All, but it is not free. First 5 San Francisco, *Info for Families*, http://www.first5sf.org/pfa_families.htm (June 1, 2012).

[194] LFA Group: *Learning for Action*, "Hunters View Household Survey," 2011.

iii. Health & Emotional Well-Being

HOPE SF residents are exposed to unhealthy living conditions by living in substandard, run-down housing, and in socially isolated and unsafe neighborhoods. Poor and unsafe housing conditions are linked to negative health outcomes including acute and chronic illness, toxic exposure, and shortened life expectancy.[195] Living in distressed, high-crime communities can also have serious effects on residents' mental health and well-being, causing stress, anxiety, and depression for both adults and children.[196] Poor physical and emotional health can limit the extent to which residents are able to seek out and connect to resources and services to help address these issues. Such health impacts present barriers to success in other domains such as employment, education, and social cohesion. This, coupled with poor health outcomes, can exacerbate inequality and intergenerational cycles of poverty.

HOPE SF seeks to ameliorate these disparities and create healthier homes and communities. Specifically, HOPE SF seeks to achieve the following outcomes related to health and emotional well-being:

- All residents have health coverage
- All residents have a medical home
- Increased access to health services
- Residents have improved health outcomes
- Increased sense of hope
- Improved social functioning
- Increased family stability

To meet these goals, HOPE SF aims to implement place-based interventions to improve health outcomes at the individual, family, and community levels. The Campaign for HOPE SF Health Task Force, a cross-sector coalition of 20 health experts and community leaders from the SF Bay Area, developed five strategic priorities for achieving positive health outcomes over the next five years. (See Exhibit 109.)

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[195] "HOPE VI to HOPE SF San Francisco Public Housing Redevelopment: A Health Impact Assessment," University of California Berkeley Health Impact Group (November 2009).

[196] Popkin S. et al., "HOPE VI Panel Study: Baseline Report," Urban Institute (September 2002).

HOPE SF Strategic Health Priorities	
Strategic Priority #1	➢ Organize and empower residents to lead and participate actively in community activities that build a strong and cohesive neighborhood.
Strategic Priority #2	➢ Prevent exposure to stress and emotional trauma through a reduction in violence and unintended injuries, and provide social support to address trauma.
Strategic Priority #3	➢ Create community-wide support for an environment that encourages early intervention and treatment of addiction and mental health conditions, and reduces the impact of both on individual, family, and community health.
Strategic Priority #4	➢ Promote healthy living behaviors and conditions (including access to healthy food and physical activity) to improve rates of chronic disease, access to health care and prevention services, and healthy child development and family relationships.
Strategic Priority #5	➢ Ensure safety and health standards are maintained in the demolition and reconstruction of HOPE SF sites so that the physical environment before and during construction is healthy.

Data Source: Campaign for HOPE SF Health Task Force Recommendations

Key Health Indicators at Baseline

The table below provides an overview of key health indicators for HOPE SF to track over time. These data also appear later in the chapter and are provided here as a snapshot for reference. The figures below indicate that many HOPE SF residents have health insurance. At the same time, a large percentage of residents live with chronic health conditions. In one instance, up to 50% of residents have high blood pressure. HOPE SF is designed to bring about changes in these indicators. With time, health coverage rates should rise and rates of asthma, diabetes, high blood pressure, and child welfare cases should fall.

Key Indicators	Hunters View	Alice Griffith	Potrero	Sunnydale
1) Percent of residents with health coverage (18-64 years)	83%	90%	N/A	N/A
2) Percent of residents with health coverage (65+ years)	100%	100%	N/A	N/A
3) Percent of residents with asthma	26%	21%	N/A	N/A
4) Percent of residents with diabetes	29%	16%	N/A	N/A
5) Percent of residents high blood pressure	50%	34%	N/A	N/A
6) Percent of Children With an Active Child Welfare Case	10%	12%	9%	8%

This chapter shows the Health situation for HOPE SF residents during the fiscal year 2010-2011, establishing a baseline against which over-time gains can be tracked. This chapter discusses:

- Current health and wellness conditions
- Availability of health and wellness services
- Residents' sense of hope
- Child welfare conditions

Methods

Methods and data sources relevant to understanding the health and well-being picture for HOPE SF residents are briefly profiled below. For a more comprehensive description of the methods, please see Appendix A.

Key Informant Interviews

- **Key Informant Interviews:** LFA Group conducted interviews with several individuals in leadership positions within HOPE SF to gather their perspectives and insights into the progress of the initiative.

Household Survey

- **Hunters View Baseline Household Survey:** Hunters View residents shared their thoughts about the rebuilding and revitalization through a household survey that LFA Group administered in the fall of 2011. At the time of baseline data collection, 128 households were available and 102 households completed the survey for an 80% response rate.

Service Tracking Data

- **Tracking-at-a-Glance (TAAG):** The TAAG database is used to track residents' needs by Urban Strategies (the service connection provider at the Hunters View and Alice Griffith). Service connectors have found TAAG challenging to use, and there are limits in the capacity of TAAG to be tailored to local needs in San Francisco. For these reasons, the data should be interpreted with caution.

Administrative Datasets

- **Department of Children, Youth and their Families (DCYF):** DCYF uses a contract management database to collect data from DCYF grantees on program participation. DCYF provided LFA Group with specific information on public housing residents' participation and attendance in youth programming. **Human Services Agency (HSA):** HSA collects benefit and enrollment data from its One Stop Career Link Centers. Benefits data includes enrollment in Medi-Cal, California Work Opportunity and Responsibility to Kids (CalWORKs), County Adult Assistance Programs (CAAP), and food stamps. One Stop data contain information on which residents used the Centers' employment services, including career planning, job search, assistance and retention services.
- **San Francisco Housing Authority (SFHA):** The SFHA database serves as LFA Group's master list of original residents, and provides key variables such as residents' housing site, age, ethnicity, and income sources.
- **Healthy Development Measurement Tool (HDMT**): The SF Department of Public Health's (SFDPH) HDMT is a comprehensive set of metrics that assess a wide range of factors within the social and physical environment that affect health. LFA Group accessed data directly through the tool as well as through baseline assessment reports.

Note: All data from DCYF were matched on name and birth. DCYF does not track social security numbers, which would provide a higher degree of accuracy in a match. Therefore this matching process necessarily resulted in an undercount. For this reason, all figures that show participation in

these programs as a percent of the whole HOPE SF population are almost certainly lower than they truly are.

Additionally, using names to match across records most likely results in an undercount of children of Asian and Latino descent. Asian children often have an informal "Western" name for use outside of the home, which does not match their legal records. Latino children often use both parents' last names, which also may not match their legal records. Both these traditions increase the chances that Asian and Latino children were not matched across records and are therefore underrepresented.

Document Review

- **Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond:** Emily Gerth, Senior Administrative Analyst at the San Francisco Human Services Agency (HSA), de-identified and merged the datasets that form the basis for some sections of this chapter. She produced a report using these data, and shared the report with LFA Group.

- **Applications for Federal Funding:** The U.S. Department of Housing and Urban Development Neighborhood gives revitalization grants to improve or redevelop distressed public housing into mixed-income neighborhoods. The city of San Francisco applied for federal grants for each of the four HOPE SF sites. As part of those applications, the city has documented current conditions at each site.

- **HOPE SF Task Force Recommendations:** The Campaign for HOPE SF convened three task forces to provide recommendations on how the Campaign should invest its funds in three areas of focus: education, health, and employment. Each task force consisted of individuals with topic-area expertise from both the private and public sectors.

- **HOPE SF Service Connection Plan**: The city of San Francisco produced the Service Connection Plan in January 2009 to document the city's plan to connect residents to services during redevelopment of the HOPE SF sites.

- **HOPE VI to HOPE SF San Francisco Public Housing Redevelopment: A Health Impact Assessment:** The University of California Berkeley Health Impact Group conducted a health assessment in November 2009 to assess the impact of HOPE VI redevelopment at two sites, Bernal Dwellings and North Beach Place.

- **Rebuild Potrero Community Building Initiative Report:** The Rebuild Initiative was developed in partnership between BRIDGE Housing Corporation, the developer leading redevelopment efforts at Potrero, and residents at Potrero Terrace and Annex.

Note: The Child Welfare section of this chapter was written by an external author (Emily Gerth, Senior Administrative Analyst at HSA) and was based on her research and analysis. For more information, please see the Child Welfare section of this chapter.

Current Health Conditions/Context

HOPE SF residents are exposed to multiple health risks from the natural and built environment. HOPE SF sites rest on a foundation of serpentine rock containing naturally-occurring asbestos and are close to sites contaminated with toxic waste. Buildings are severely distressed, with insect and rodent infestation, mold, and the presence of old peeling lead-based paint. Physical deterioration of streets, sidewalks, homes and public spaces results in threats to health and physical safety.

HOPE SF sites exhibit...

- ...High rates of chronic disease such as asthma, hypertension, and heart disease
- ...High rates of violence and crime
- ...Toxic health concerns
- ...Social and geographic isolation
- ...Overcrowded apartments

Violence in the community is another major barrier to health and emotional well-being. Physical assault, sexual assault, and homicide rates for the census tracts containing each of the HOPE SF sites are higher than those citywide. Violence is the leading cause of "preventable years of lost life" for men in Bayview Hunters Point, and the leading cause of premature life lost in the zip code containing Sunnydale.[197] Fear of crime and violence creates high levels of stress, social isolation from the community, and threats to physical safety, problems that are compounded by inadequate support for managing stress and grief.

Exhibit 110. Crime Rates for HOPE SF Sites

	Hunters View*	Alice Griffith**	Potrero***	Sunnydale***	San Francisco
Physical assaults per 1,000 population (2005-2007)	70	107	71*	47*	44
Sexual assaults per 1,000 population (2005-2007)	2	3	3*	2.5*	1.7
Homicides per 1,000 population (2005-2007)	3.0	2.0	0.6*	0.6*	0.3

*Census tract that contains Hunters View, Hunters Point-A, and Westbrook Apartments. Creating a ½ mile buffer from Hunters View would require the inclusion of additional census tracks; therefore data as they are currently reported are a good approximation of the crime environment around Hunters View.

**Census tract that contains Alice Griffith.

***Within 1/2-mile of the site

Data Sources: Baseline Conditions Assessment of HOPE SF Redevelopment, HDMT, San Francisco Department of Public Health (December 2009): Sunnydale, and Potrero Terrace and Annex. San Francisco Healthy Homes Project Community Health Status Assessment, HDMT, San Francisco Department of Public Health (April 2012).

The Bayview Hunters Point neighborhood experiences a disproportionate number of environmental risk factors, according to research by the SF Department of Public Health.[198] The Bayview Hunters Point area has one of the highest rates of industrial zoning in the country (38% of land zoned as industrial, compared to 7% nationwide)[199] and contains nine brownfield reuse sites that may contain hazardous materials due to prior industrial use. Asthma is prevalent and has been

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[197] "Recommendations to the Campaign for HOPE SF Steering Committee," Campaign for HOPE SF Health Task Force (December 2011).

[198] "San Francisco Healthy Homes Project Community Health Status Assessment."

[199] "San Francisco Healthy Homes Project Community Health Status Assessment."

identified as a priority for action. The SF Asthma Taskforce has recommended improving indoor air quality in housing as a way to prevent asthma. A large number of units at Alice Griffith have pest and mold problems, known contributors to poor indoor air quality that may also be linked to asthma morbidity.[200]

Resident Health and Chronic Health Conditions

Resident reports of their own health, collected as part of household needs assessments conducted at Alice Griffith and Hunters View, indicate that a considerably larger proportion of adults at Hunters View and Alice Griffith suffer from asthma, diabetes, or high blood pressure, in comparison to adults in San Francisco county. According to Hunters View resident self-reports, more than one-quarter of adults (18-64) have diabetes (26%) or asthma (28%), and

Exhibit 111. Residents' Self-Reported Health Conditions

Data Source: TAAG

nearly half (48%) reported having high blood pressure. Alice Griffith residents under 65 reported slightly lower rates of diabetes (9%), asthma (18%), and high blood pressure (25%). (See Exhibit 111.)
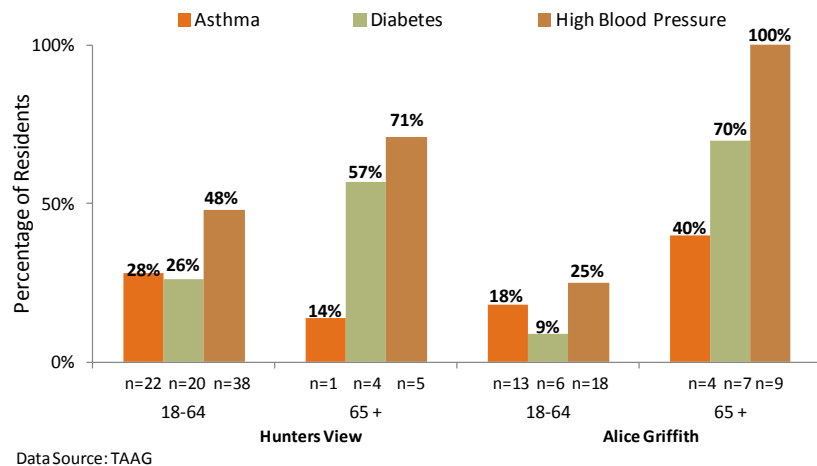
Not surprisingly, older adults (65 and older) at both Hunters View and Alice Griffith were more likely to report having at least one chronic health issue compared with their younger counterparts. Older adults at Alice Griffith reported having at least one chronic condition—more than any other age group at either site. More than half of older adults at each site are diabetic (57% at Hunters View and 70% at Alice Griffith). High blood pressure is also common, with 71% of older adults surveyed at Hunters View and all (100%) older adults surveyed at Alice Griffith reporting having high blood pressure (see Exhibit 111).

[200] "San Francisco Healthy Homes Project Community Health Status Assessment."

Many Hunters View and Alice Griffith residents are managing more than one chronic illness. Nearly two-thirds (64%) of Hunters View residents and nearly half (44%) of Alice Griffith residents are currently suffering from at least one of the three chronic health conditions (asthma, diabetes, and high blood pressure) (see Exhibit 112). More than half of adults over 65 at Hunters View (57%) and more than three-quarters (80%) at Alice Griffith reported suffering from at least two of the three conditions.

Exhibit 112. Number of Chronic Health Conditions Reported by HOPE SF Residents (Asthma, Diabetes and High Blood Pressure)

■ 1 chronic health condition ■ 2 chronic health conditions ■ 3 chronic health conditions
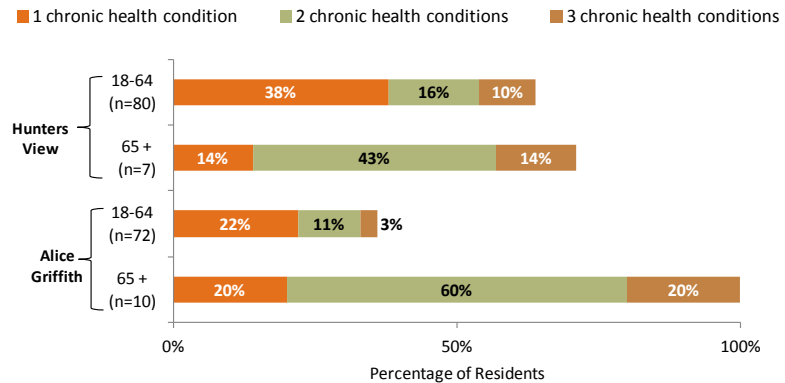
Data Source: TAAG
*Note: Does not include residents who did not report whether they had a chronic illness or those who did not report any chronic health conditions.

Resident Mental Health and Substance Abuse Conditions

Resident reports of their own mental health and substance abuse counseling needs, collected as part of household needs assessments at Hunters View, indicate that a low proportion of adults express interest in these services (see Exhibit 113). Residents may be underreporting their needs to these services due to the sensitive nature of these issues. In addition, TAAG data available for this report only included 46% of adult residents (at the time of the extract).

Exhibit 113. Hunters View Residents' Interest In Mental Health and Substance Abuse Counseling Services
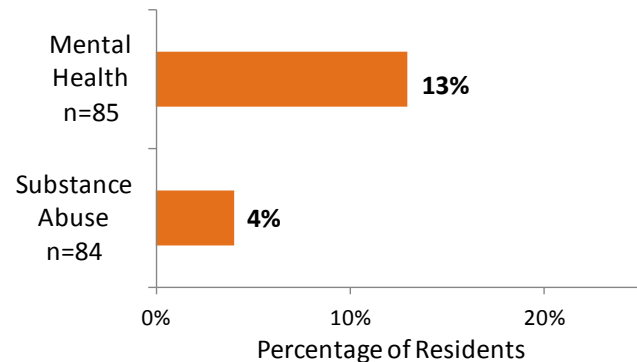
Data Source: TAAG
*Note: Adults includes those over the age of 18.
**Note: The total represents adults that completed a needs assessment and were asked about their needs for mental health and substance abuse counseling.

Residents with Disabilities

In addition to dealing with high rates of chronic disease, surprisingly high proportions of HOPE SF residents are disabled. Residents in extremely poor health can qualify for Supplemental Security Insurance (SSI), a federal income supplement program designed to help elderly, blind, and disabled people who have little or no income. Under the SSI definition of "disabled," about one in ten residents at each HOPE SF site receive benefits (see Exhibit 114) compared to only 3 in 50 (6%) in San Francisco as a whole. However, SSI's definition of "disabled" excludes many people with other health issues that limit their ability to work or engage in other activities to improve their economic or health status. Such health issues do not qualify them for federal SSI benefits but are nonetheless disabling. San Francisco Housing Authority (SFHA) uses a broader definition of "disabled" that includes those who experience

SFHA Definition of "Disabled"[201]
A person with disabilities has one or more of the following:
■ A disability as defined in section 223 of the Social Security Act.
■ 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.
■ A developmental disability as defined in section 102 of the Developmental Disabilities Assistance and Bill of Rights Act.
■ AIDS or any condition that arises from the etiologic agent for AIDS.

physical and mental health problems, or substance abuse issues. Under this broader definition, three out of ten people (29%) face various types of debilitating health issues, a much larger proportion than SSI receipt would indicate. Moreover, when the two definitions are combined, the proportion of disabled residents is even greater: one-third (33%) of residents at each site are disabled.

Exhibit 114. HOPE SF Residents Who Qualify for Disability

	Hunters View	Alice Griffith	Potrero	Sunnydale	San Francisco
Percent of Residents Receiving SSI	15%	10%	11%	11%	6%[202]
Percent of Residents Classified as "Disabled" by SFHA	29%	29%	29%	29%	N/A
Percent of Residents Classified as "Disabled" by SSI and/or SFHA	33%	33%	33%	33%	N/A
N	*329*	*697*	*1280*	*1725*	

Data Source: SFHA

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[201] U.S. Department of Housing and Urban Development, *Family Report Form HUD-50058 Instruction Booklet* (2004).
[202] "Hunger and Food Insecurity on the Rise in San Francisco," San Francisco Food Security Task Force (November 2010).

Health and Wellness Services Available to HOPE SF Residents

Health Coverage

The California Medical Assistance Program (Medi-Cal) provides health coverage for people with low income and limited ability to pay for health coverage. Eligible populations include low-income families, seniors, pregnant women, and disabled persons. Anyone receiving assistance from federally-funded cash assistance programs – such as CalWORKS, Temporary Assistance for Needy

Exhibit 115. HOPE SF Residents Receiving Medi-Cal Benefits, FY 2010-2011

Data Source: TAAG

Families (TANF), State Supplementation Program (SSP), or foster care – is also eligible for Medi-Cal. Administrative data from the SF Human Services Agency (HSA) indicate that half to roughly two-thirds of residents at each site use Medi-Cal. Additional analysis suggests that the majority of residents covered by Medi-Cal are under age 18 and that less than half of older adults are receiving Medi-Cal benefits (not shown). This number may be artificially low, as older adults covered by Medicare (the federal program that provides coverage for adults age 65 and older) are not included in this group.

Case management data collected from heads of households at Hunters View and Alice Griffith indicate that more residents may have health insurance than might be expected given the Medi-Cal numbers. At Hunters View, at least four out of five adults are insured, while at Alice Griffith, nine in ten adults have some form of health insurance. However, three additional details should be highlighted when interpreting these data: the high number of insured residents may simply reflect the

Exhibit 116. Most Hunters View and Alice Griffith Residents are Insured

Data Source: TAAG

fact that more than half of residents at each site have Medi-Cal, information on the quality of the health insurance provided to residents is unknown, and the needs assessment data may not be 100% accurate and thus should be interpreted with caution.
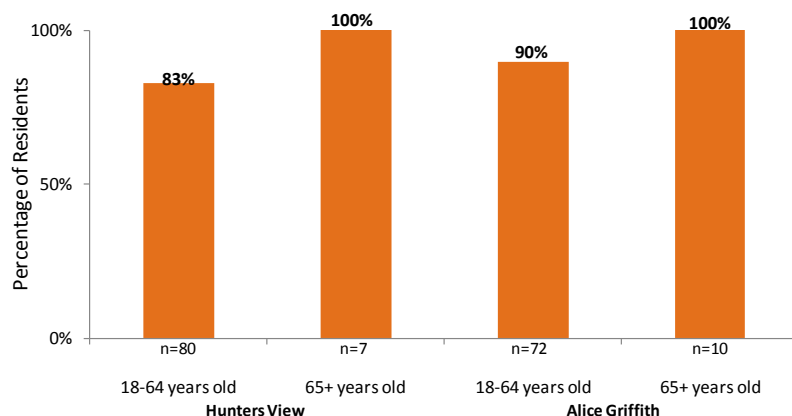
Access to Health Care and Wellness Services

In order to achieve positive health outcomes, residents' must also have knowledge of available health and wellness services and access those services on a regular basis.

Household survey and service connection data suggest that residents have better access to health care than might be expected at Hunters View and Alice Griffith. At Hunters View, when asked to indicate their level of agreement with the statement "I know where to go if I or my children need health care," 87% of residents agreed or strongly agreed (see Exhibit 117). In addition, needs assessment data collected from residents at Hunters View and Alice Griffith show that most heads of household have primary care physicians and regular medical check-ups (see Exhibit 118). Additional

Exhibit 117. Hunters View Residents Know Where to Go For Health Care

■ Strongly Disagree ■ Disagree ■ Neither Agree Nor Disagree ■ Agree ■ Strongly Agree

I know where to go if I or my children need health care.
n=84

8% | 4% | 68% | 19%
1%

Percentage of Hunters View Survey Respondents
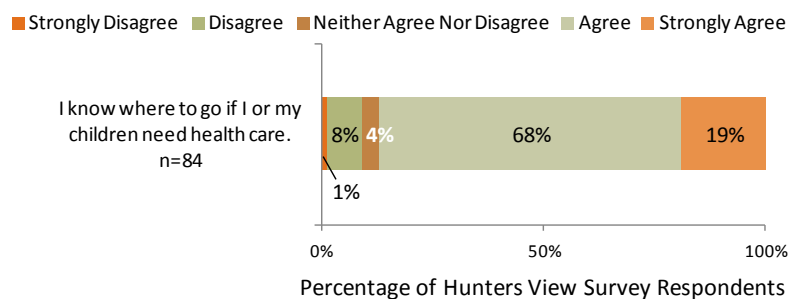
Data Source: Hunters View Baseline Household Survey

Exhibit 118. Hunters View and Alice Griffith Residents Receive Regular Medical Care

■ Primary Care Physician ■ Regular Medical Checkups

Hunters View: 78% / 73%
Alice Griffith: 79% / 89%

Percentage of Residents

Data Source: TAAG

analyses (not depicted here) show that all (100%) adults over 65 at both sites have primary care physicians and almost all (90% across both sites) receive regular medical check-ups. Although residents know where to access health care services, and do so on a regular basis, the quality of the services accessed in unknown.

More information about the specific types of health and wellness services accessed by HOPE SF children, youth, and families is available from the Department of Children, Youth and Their Families (DCYF). In FY 2010-2011, DCYF funded programs provided medical, dental and vision services to 89 HOPE SF residents—at Hunters View, Alice Griffith, Potrero, and Sunnydale—and sensitive services (counseling, case management and/or medical treatment related to reproductive health issues) to

Exhibit 119. HOPE SF Residents use DCYF Funded Health Services
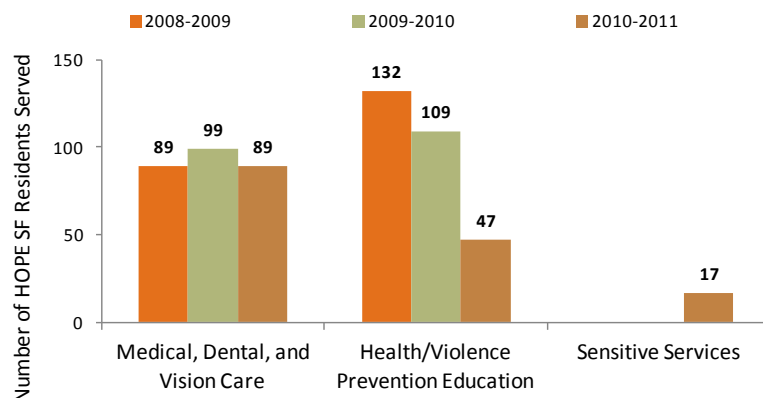
Data Source: DCYF
*Note: DCYF started tracking sensitive services in the 2010-2011 fiscal year.
**Note: The counts in this table reflect each service a person received. People may be counted more than once if they receive more than one service, even if that service was from the same organization.

17 residents. In addition, 47 residents at Hunters View, Alice Griffith, Potrero, and Sunnydale participated in activities strategically aimed at increasing knowledge and practice of healthy behaviors and/or violence prevention. HOPE SF residents at Hunters View, Alice Griffith, Potrero, and Sunnydale also accessed counseling, case management and mentoring services provided by DCYF (see Exhibit 120). Mentoring – an activity in which residents interact with a trusted adult or peer role model – was the least accessed type of activity.

DCYF's services are well-supplemented by providers that target their programs and services to children under six years old. Funded by First 5 SF, HSA, and DCYF, Family Resource Centers (FRCs) are family-centered, strength-based, neighborhood-based hubs that provide access to a range of services for families with children. FRCs provide support services such as child care, counseling, prevention and intervention services to respond to community needs. The neighborhood of Bayview Hunters Point, within which

Exhibit 120. HOPE SF Residents Use DCYF Emotional Well-Being Services
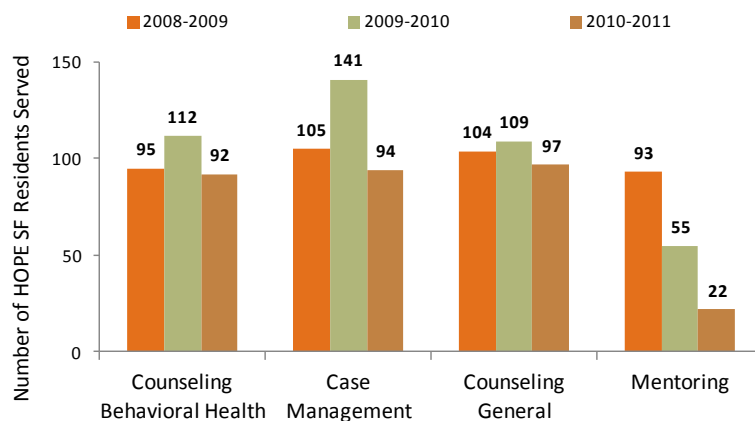
Data Source: DCYF
*Note: The counts in this table reflect each service a person received. People may be counted more than once if they receive more than one service, even if that service was from the same organization.

Hunters View and Alice Griffith are located, has three FRCs. There also is one FRC in the zip code where Potrero Annex and Terrace are located. First 5 SF also facilitates a breadth of health and wellness services, such as screening for developmental delays, for families with children age 0 to 5. Data regarding the participation of HOPE SF residents in FRC and First 5 programming were not available for this report. However, the location of FRCs within the neighborhoods where housing developments reside increases the likelihood that HOPE SF residents can access these services.

HOPE SF residents are also eligible for programs designed to support improved health for all SF residents, especially among the uninsured population. Healthy SF and SF PATH are two programs that increase residents' access to health care. These programs offer an affordable way for uninsured SF residents to receive basic and ongoing medical care. Program participants can access a range of services such as preventative and routine care, urgent care, alcohol and drug abuse care, and mental health care for a low sliding fee. SF Path has citizenship requirements, but Healthy SF is available to all SF residents regardless of immigration status, employment status, or pre-existing medical conditions. Information regarding the participation of HOPE SF residents in Healthy SF and SF PATH was not available for this report.

As discussed in the "Service Connection" section, the service connection model was designed to increase referral and access to these and other citywide services. However, given limitations with service connection data and tracking system (discussed in the methodology section above and in Appendix A), information regarding residents' access to health and wellness services is limited.

Enhanced Opportunities for Self-Care

As part of their efforts to improve residents' health outcomes, HOPE SF service connectors, community builders, community partners, and city agencies collaborate to provide programs and activities designed to enhance residents' ability to care for themselves. Some sites are currently offering innovative wellness activities that encourage healthy living while others are still in the planning and roll-out phases.

Health and wellness related programs and services currently being offered at HOPE SF sites are listed and briefly described below.

Bayview Hunters Point:

- **Bayview By Foot.** These walking tours through the Bayview District are developed and lead by highly involved residents who research and select the tour sites.
- **Bayview Hunters Point YMCA.** The Bayview Hunters Point Y offers sports programs for children, teens, and adults, a holistic wellness program for African-American adults, a walking class for Alice Griffith seniors, and a food pantry.
- **Bayview Healthy Eating Active Living (HEAL) Zone.** This project aims to help residents improve their eating and exercise habits to combat obesity, diabetes and hypertension. A coalition of partners including local public and private agencies, schools, community-based organizations, and health care providers are working together to offer free exercise classes and cooking demonstrations, to create safer public places to exercise and play, and to help local stores offer more fresh fruits and vegetables.

Potrero Hill:

- **Potrero Walking Club.** Residents meet twice a week for neighborhood walks and exercise.
- **Rebuild Potrero Monthly Healthy Living Workshop.** This monthly workshop includes healthy cooking demonstrations, health and wellness education, and exercise.
- **Potrero Hill Neighborhood House Weekly Zumba Class.** These free classes are offered on a weekly basis.

Most Sites:

- **Support and prayer groups.** Most sites have some type of support group or prayer groups. The providers of these groups vary by site, and can also develop more indigenously. For example, at Alice Griffith a resident organized a religious support group, and at Potrero there's a resident lead meditation class.

Sense of Hope

In addition to increasing residents' access to health and wellness services, HOPE SF also strives to increase residents' sense of hope. Residents at Hunters View have a positive outlook on life. More than half responded that they believe they, their families, and their community will be better off three years from now (see Exhibit 121).

Exhibit 121. Hunters View Residents' Outlook on Life

■ Much worse off ■ Somewhat worse off ■ About the same □ Somewhat better off ■ Much better off

Compared to today, in three years, my family will be… (n=99)	19% / 34% / 43% (1% 2%)
Compared to today, in three years, I will be… (n=100)	22% / 37% / 38% (3%)
Compared to today, in three years, my community will be… (n=96)	5% / 4% / 19% / 37% / 35%

Percentage of Residents
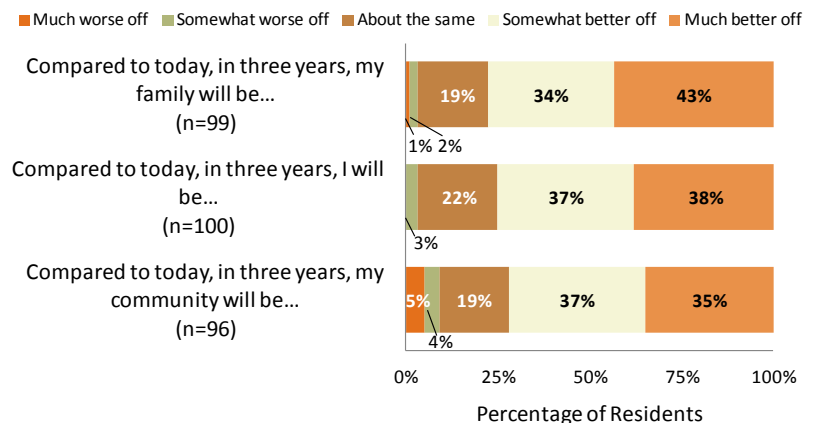
Data Source: Hunters View Baseline Household Survey

Child Welfare

As part of its human development and health goals, HOPE SF aims to ensure that children in public housing sites are free from abuse and neglect. Regular reporting on the rates of substantiated allegations of abuse and neglect therefore offers an important window into the extent of HOPE SF's impact in improving the health and emotional well-being of children at HOPE SF sites.

Child Protective Services (CPS) tracks and responds to all allegations of child abuse or neglect. If, upon investigation, those allegations are deemed to be substantiated, child welfare services will open a case and generally proceed in one of two ways:[203]

1. The child or children in the home are declared dependents of the court, but are not removed to foster care. Instead, the family has a case plan and court-ordered supervision while it addresses concerns about the child's or children's safety. These are referred to as "family maintenance" cases.
2. In more extreme cases, or when the family maintenance case is deemed to have failed, CPS will remove the child from the home and place them in a foster care placement. Children in foster care may be placed with a relative, legal guardian, family friend, or in another setting deemed appropriate by the court. The child welfare agency will develop a plan to reunite the children with their parents. If efforts to reunify the family fail, the Court will then order a permanent placement for the children.

This multi-stage process is summarized in Exhibit 122.

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[203] In some circumstances, the appropriate response is to a open a voluntary case, in which the family agrees to receive services in home and no court case is filed.

Exhibit 122. Summary of California's Child Welfare System
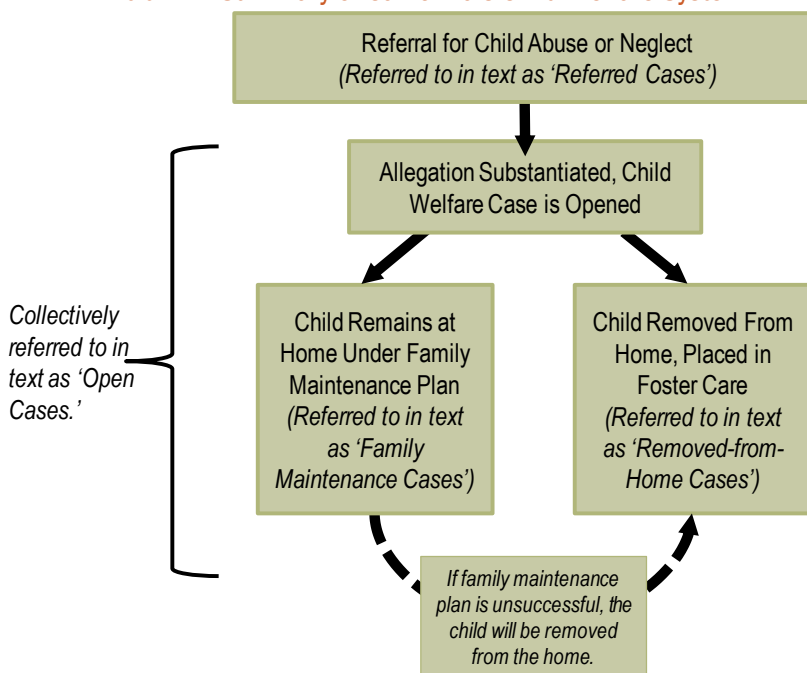
Data Source: Adapted from the California Center for Research on Women and Families' Understanding The Child Welfare System In California: A Primer For Service Providers And Policymaker.

Information on Author & Data Source for Upcoming Report Section

This section of the report was authored by Emily Gerth, Senior Administrative Analyst at San Francisco's Human Services Agency (HSA). A more in-depth version of this section was included in HSA's recent report Serving Public Housing Residents in San Francisco (written by Ms. Gerth). All data in this section were drawn from the Child Welfare Services/Case Management System (known as CWS/CMS) database and the SFHA master list. Because LFA Group did not have access to the CWS/CMS database, Ms. Gerth graciously agreed to author this chapter based on her own research. Most of the data included here were not disaggregated for the four HOPE SF sites; instead, results are summarized for all San Francisco public housing residents.

Public Housing Residents' Rates of Engagement with the Child Welfare System

Rate of Referrals for Children in Public Housing (Referred Cases) [204]

Over the course of the last fiscal year, CPS received allegations of child abuse or neglect for 427 children in public housing, which represents 14% of the total number of children in public housing (N = 3,106). This figure equates to 137 allegations per 1,000 children in public housing – more than twice the citywide rate of 56 allegations per 1,000 children.[205] Looking over a longer timeframe,

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[204] "Children" defined as all those less than 18, as of July 1, 2011. Public housing includes family and senior developments.

[205] These numbers actually cover slightly different timeframes. The public housing rate was calculated for the fiscal year (July 1, 2010 to June 30, 2011) and the citywide rate was calculated for the last calendar year (January 1 to December 31, 2011). Data on San Francisco rates was retrieved from: Barbara Needell et al., *Child Welfare Services Reports for California,* University of California at Berkeley Center for Social Services Research, http://cssr.berkeley.edu/ucb_childwelfare (May 2012).

884 children – or almost 30% of children on a lease in public housing – had at least one referral to CPS at some point in the last two and a half years. Of those 884 children, 285 (32%) had more than one referral.[206]

Rate of Substantiated Allegations for Children in Public Housing (Open Cases)

In instances where an allegation of child abuse or neglect is substantiated, a child welfare case is opened for the child involved. A total of 238 children in public housing had an active child welfare case in the 2010-2011 fiscal year. Children in public housing were no more likely to end up with a child welfare case as the result of an allegation than other children in the city.

A total of 11% of all children in public housing had an open child welfare case in either of the last two fiscal years.[207] For a summary of the percent of children with an active welfare case by HOPE SF site, please see Exhibit 123.

Exhibit 123. Percent of Children With an Active Child Welfare Case[208]

Data Source: CPS
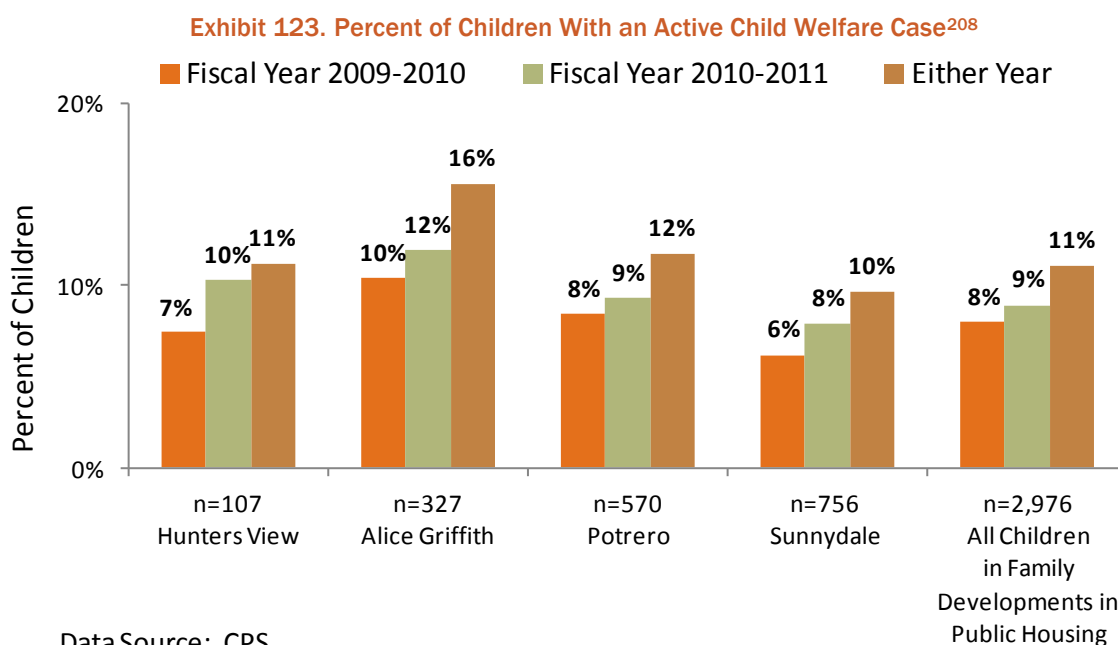
The rates of open cases for the four HOPE SF sites should decrease over time, and should ultimately be lower than the rates of open cases in the rest of San Francisco's public housing.

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[206] Children in public housing who were reported to Child Protective Services were reported for similar types of abuse and neglect as other children in the city.

[207] This includes both children who were living in public housing at the time of referral to child welfare and children in a foster care placement in public housing. A closer review of the data suggested that about one-third of these children are in foster care placements in public housing. For more information, please see the full discussion of these findings in *Serving Public Housing Residents in San Francisco.*

[208] The total N of children listed here (2,976) is slightly lower than the previous N quoted (3,106), because this only refers to children in family developments within public housing. The previous N referred to all children within public housing.

Family Maintenance Cases for Children in Public Housing (Family Maintenance Cases)

Family maintenance cases occur when the child or children in a home are declared dependents of the court, but not removed to foster care. Instead, the family has a case plan and is under court-ordered supervision while the family addresses concerns about the child's or children's safety.

Families in public housing overall (not only in HOPE SF sites) represent a disproportionate proportion of San Francisco's family maintenance caseload. As of February 2012, there were 74 active family maintenance cases in public housing, which represented more than 15% of the family maintenance caseload, even though children in public housing were only 3% of children citywide.

Rates of Removal from Home and Placement in Foster Care (Removed-from-Home Cases)

In cases where the Court decides that the children cannot be safely left in their home, the children will be removed from the home and placed in foster care. Over the last five years, 315 of the 1,971 children removed from a home and placed in foster care in San Francisco came from public housing addresses.[209] This translates to 16% of children removed from their homes in San Francisco in that timeframe.[210]

Overlap between Special Education Children and Children Involved in the Child Welfare System

There was significant overlap between the children in public housing who were involved with child welfare and who were enrolled in special education: 20% of children from public housing enrolled in special education had had a child welfare case in the last two and half years. This is nearly twice the rate of involvement with child welfare compared to other children in public housing.

How HOPE SF Will Serve Families in the Child Welfare System

Regardless of the reason why a child is in the child welfare system, or the nature of his or her family's involvement with the system, it is clear that a substantial proportion of children in public housing are intersecting with the child welfare system. These are likely to be high-need children and families, who could benefit significantly from successful connection to services.

The January 2009 City Services Plan laid out a plan to connect CPS families to HOPE SF services, while avoiding duplication of case management services, by piggy-backing on CPS's existing case management infrastructure. A family's involvement with CPS enrolls them in a mandatory case management system. The City Service plan called for this case management plan to serve as the location of their HOPE SF case management. The same plan also calls for each City department, including CPS, to identify a department staff member who "will be knowledgeable about the development process and the resident services plan."[211] (The extent to which this plan has been put in place is unknown.)

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[209] This count is not unduplicated.

[210] An additional group of children were removed from non-public housing homes and placed in foster care within public housing. Therefore, the group of families in public housing that is involved with the foster care system is actually higher than this count implies. For more information, please see the full discussion of these findings in *Serving Public Housing Residents in San Francisco.*

[211] "HOPE SF City Services Plan" (January 2009).

Recommendations

- **Invest in violence prevention, stress management and other strategies that prioritize the residents' physical safety.** Violence is pervasive in all HOPE SF neighborhoods, undermining safety—a basic requirement for maintaining good physical and mental health. Residents' mental and physical health could be improved with investments in improving the safety of the neighborhood. In addition, HOPE SF could provide stress and grief counseling to help residents' deal with trauma, and to reduce health issues related to chronic stress such as obesity and hypertension.

- **Continue to empower residents to lead and participate in health and wellness activities.** Building and enhancing existing relationships with residents is critical for cultivating community norms around healthy living and will help sustain a culture of health and wellness in the community. Such investment will simultaneously help develop resident leadership and engagement, contributing to a greater sense of belonging and ownership over the health of the community. Currently, HOPE SF, the San Francisco Department of Public Health (SFDPH), San Francisco State University (SFSU) and the Health Equity Institute are working together to determine how peer-to-peer health strategies can empower residents and facilitate healthy activities among HOPE SF residents. HOPE SF should continue to explore this and other strategies to help residents become empowered health advocates for themselves and their community.

- **Support and expand existing health and wellness programming at each site, with a focus on enhancing residents' ability to care for themselves.** Evaluation findings suggest that residents (at least those at Hunters View and Alice Griffith) have access to health coverage and care, allowing some of those efforts to be refocused on enhancing residents' knowledge of and engagement with healthy habits and behaviors. Such programs can help residents avoid or manage chronic health conditions (e.g. high blood pressure, diabetes, obesity, and heart disease), which can be prevented through healthy behaviors such as keeping physically active and eating healthier foods.

- **Identify and recognize exceptional individuals and programs that promote health and wellness to inform best practices.** Current efforts at HOPE SF sites are already providing examples of innovative and successful wellness programming. Though each community is unique and has site-specific assets and challenges, lessons and successes can be shared across the sites, leveraged to improve the health and wellness of all HOPE SF residents, and create a HOPE SF wide community that values and engages in healthy living.

- **Formalize a process for evaluating child welfare as part of HOPE SF:** The analyses summarized here offer a critical window into family health and safety, and should be repeated annually to track progress – ideally at the level of the four HOPE SF sites.

  Because of privacy concerns, the de-identified CWS/CMS data were not shared with LFA Group. Emily Gerth, who was an intern at HSA at the time, was allowed access to the data as part of her research for the report she produced (*Serving Public Housing Residents in San Francisco).* Her analysis of the data was not specifically focused on the HOPE SF developments. It is unclear at this time if the analyses she conducted will be repeated each year, which would mean that the evaluation would lose the ability to track this indicator over time.

While future analyses of this sort might be ideally assigned to HOPE SF's evaluators at LFA Group, child welfare data are inherently highly sensitive; it is therefore unlikely to be shared with LFA Group in the future. However, if HSA can commit to an annual repeat of the analyses on referrals and cases that were performed by Emily Gerth – and to sharing the results of that analysis with LFA Group so that they can be included in the annual report – that would help to measure the progress of the initiative. It would be especially helpful to share results of these analyses at the site level.

If HOPE SF is successful at connecting families to resources that help reduce strain on the family and that help parents learn effective parenting strategies, the rate of open child welfare cases should go down among families living at HOPE SF sites. Annual, site-level analyses would allow the city to track progress on this indicator.

IV. Recommendations

In undertaking the HOPE SF initiative, many deeply caring and creative people from the public sector, community-based organizations, and philanthropy have come together with a determination to move whole communities out of poverty. San Francisco joins cities across the country in addressing the nearly intractable challenge of inter-generational poverty – as well as all of the equally difficult challenges that accompany poverty: distressed housing, social and economic isolation, savage health disparities, extreme educational disadvantage, and violent crime. Given the entrenched, institutional nature of the challenges HOPE SF addresses, and the context of a constrained fiscal environment, progress is destined to be both slow and non-linear. By capturing data that shows one moment in time in such a challenging initiative, an evaluation can seem overly critical – while recommendations for how to make progress can likewise seem out of reach. The evaluation team recognizes the hard work and brilliance that have gone into the design and implementation of HOPE SF thus far, and offers analysis and recommendations not as a way to highlight was has *not* been done, but as a contribution to the continuing conversation about HOPE SF.

This chapter brings together a high-level summary of certain key recommendations that have already been offered in the body of the report. The recommendations offered here highlight actions that affect multiple domains, and that are high priority for the initiative's success. They address "foundational domains" (safety, health, education, and employment), considerations for how to improve the HOPE SF service connection model, and how all stakeholders (including evaluators) can continue to contribute to a genuine culture of learning.

A. The Foundational Domains: Safety, Health, Education, and Employment

HOPE VI, the national model on which HOPE SF is based, represented something deeply new in HUD's approach to public housing: the focus is on people and not only on buildings. Because people are much more complicated than buildings the focus on people means developing interventions that support positive outcomes for all phases of the life course and many aspects of human development. This section of the recommendations addresses four areas of community life and individual outcomes that are foundational to the success of HOPE SF.

Safety

If there is a lack of basic physical security in the developments, health and self-sufficiency outcomes for current residents will not be reached and the successful transition to new mixed-income communities will be nearly impossible. Living in unsafe conditions creates constant stress, undermining both mental and physical health. Children and youth living in unsafe conditions will perform poorly in school, and gang membership opportunities for older youth mean a higher likelihood of dropping out of school altogether. Without a sense of security, people will not want to leave their homes to go to work or be part of the community. And ultimately, if the community is not peaceful and safe, middle-income individuals and families will not want to buy homes at the rebuilt HOPE SF sites.

HOPE SF leadership recognizes that safety has not been adequately addressed and additional steps need to be taken in order to create the healthy, vibrant, and community-oriented sites that the initiative aims to accomplish. To this end, HOPE SF should focus greater attention on strategies that can quickly enhance safety in the neighborhoods. A critical next step is developing a coordinated safety strategy that includes a the development of a plan where the SF Police Department, Community Response Network, SF Department of Public Health's Critical Response Team, SF Housing Authority, community violence prevention providers, the SF District Attorney and Public Defenders office, and the SF Probation Department can come together to tackle crime prevention efforts and crime reduction planning for HOPE SF.

It would be prudent for HOPE SF leadership to also consider existing collaborative structures where safety-oriented stakeholders can join the discussion. One possible structure is the City Services Team which functions as a collaborative body to coordinate programs and services on site. Requesting a representative from the Police Department can help bring safety to the table on a regular and consistent basis. Alternatively, a safety task force can be established to bring together a cross-sector coalition of community leaders and safety experts who can identify areas of opportunity to improve safety conditions for the HOPE SF sites.

These types of safety interventions are critical until patterns of behavior and community norms shift as the human and social capital development efforts being to realize their promise.

Health

Residents at the HOPE SF sites have very high rates of chronic illness. Poor health challenges achievement in almost every of other area of life. Poor health makes it difficult to care for one's

children, and to make sure that small children make it to school. If children and youth are not well, they will miss school. When adults have chronic health problems, they will have a much harder time getting and keeping jobs. And even if they are well but family members are ill, employment is difficult for healthy family members who must stay home to care for a loved one. As with a lack of basic security, poor health can mean that people do not leave their homes, thus weakening social networks and community life.

To this end, the HOPE SF Health Task Force is working toward five strategic priority areas that are intended to target health within the communities. One important approach that the task force can build on is empowering residents to lead and participate in health and wellness activities in their communities. Building and enhancing existing activities with residents can help cultivate normalcy around healthy living practices, and while access to health coverage and care is a priority, residents can begin to take ownership of health-related activities that can establish a culture of health and wellness in the community. On-site programming, and peer-to-peer activities, will help enhance residents' knowledge of and engagement with healthy habits and behaviors, and give residents the supports they need to better manage chronic health conditions.

Education

Education provides hope – and competencies – for the future. Nationally, among adults aged 25 and over, a third of those who had no college experience have annual incomes below the poverty level.[212] Adults with no college experience also make up almost two-thirds of adults who live in poverty.[213] If youth can, throughout their educational careers, become well-prepared for post-secondary success, they are poised to take advantage of the single most powerful opportunity to break the cycle of inter-generational poverty. Well-performing neighborhood schools with engaged students also will help to attract new families to affordable housing and market-rate units.

HOPE SF is still in the early stages of improving educational outcomes: laying groundwork with SFUSD and providing wraparound supports for children and their families. At baseline, HOPE SF children and youth are insufficiently engaged in education. A substantial portion of HOPE SF school-aged residents are not in the SFUSD dataset – and therefore may not be enrolled in school at all. Those who are enrolled show staggeringly high rates of truancy.

The school attachment rate for HOPE SF students is strongest for middle-school-aged HOPE SF students and weakest for high-school-aged students. Student enrollment drops off precipitously for high-school-aged students. This same pattern, where middle school HOPE SF students fare better than other age groups and high school students fare worse, is present in HOPE SF students' truancy rates as well. While the truancy rates and the attachment rates for middle schoolers are not good, they are the population most attached to and most likely to attend school regularly. This indicates that reaching middle school students and supporting them in their engagement with education is critical. It may represent a chance to "catch" them before they fall away from education in high school.

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[212] "Two Generations, One Future; Moving Parents and Children beyond Poverty Together," Ascend at the Aspen Institute (February 2012).
[213] Zakia Redd et al., "Two Generations in Poverty: Status and Trends among Parents and Children in the United States, 2000-2010," Child Trends (2011).

Across all ages, a substantial proportion of students are not attached to school or are weakly attached. This is a problem that SFUSD is not well-equipped to address; school staff can work only with the students who come to school each day. A school-based strategy has nigh potential for synergies with the HOPE SF strategy: service connectors work with youth and their families even when students are truant or have dropped out.

The Campaign for HOPE SF places high priority on improving educational outcomes, and is working to determine the best way to dedicate resources to encouraging school attachment. Given limited resources, the Campaign may be most effective by focusing those strategies on middle school students.

Employment

Employment, though not the magic bullet, is a key ingredient to families escaping poverty. Without building human capital and gaining access to opportunity-rich jobs, families will forever be struggling with poverty wages (or no wages) and barely scraping by. Employed parents also can be powerful role models to their children to stay in school and work toward success in school and career. Moreover, if employment levels and incomes remain low, the new HOPE SF communities will struggle to attract homeowners with higher incomes.

The commitment of HOPE SF to improved employment is clear, highlighted especially by the effort to ensure that resident benefit from jobs generated by rebuilding. OEWD has invested considerable resources in setting up a system for giving Hunters View residents priority and supports for becoming employed in the construction of the new Hunters View units.

This clear commitment to employment outcomes needs to generate further action. It is clear that San Francisco's workforce system does not currently have sufficient dollars of the funding *types* that would allow it to fund enough program slots to meet HOPE SF residents' needs. Further action should begin with an advisory group that focuses specifically on workforce. Continuing to convene groups for coordination and planning can be frustrating to stakeholders who want to move past the planning stage and see results for residents – but there is also a clear need for a planning group focused specifically on employment. Without concentrated attention on employment, we may see better service connection to existing services, but this will ultimately bring about only incremental improvements. Workforce advisory groups have been used to great effect elsewhere; for example, a multi-stakeholder group focused on workforce as part of Chicago's public housing Plan for Transformation result in over 6,000 public housing residents becoming employed in five years.[214]

A workforce advisory group should build on: (1) the recommendation in the Employment Mobility Task Force to convene an advisory group composed of employers as a way to help create jobs for HOPE SF residents and (2) OEWD's sectoral strategy. Sectoral strategies, which combine career pathways development with a labor market intermediary approach while operating in high-growth sectors, are shown to have strong effects on earnings and employment for disadvantaged populations. These strategies boost human capital, support workers to advance along a well-articulated career pathway, provide links to employers, and operate in a sector of the economy where jobs opportunities are growing. A workforce advisory group can leverage the work that

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[214] Brown, P., and Dewar, T. 2010. *Collaboration, Leadership, and Political Will: Learning from a Civic Intermediary that Works.* Chicago, IL: The Partnership for New Communities.

OEWD is already undertaking, and tailor programs within the sectoral strategy to meet the specific needs of HOPE SF residents.

B. Creating and Supporting a Culture of Learning

HOPE SF is an ambitious, multi-site, multi-year, multi-stakeholder initiative. The scale and scope of the project means that it is critical to carve out time for learning to make course corrections as indicated and needed. The multi-site and staged nature of the project further allows for natural comparisons in order to inform learning. However, given the limited resources of every stakeholder involved in this project, it is challenging to make the time and to take advantage of these opportunities. To encourage proper investment in this critical reflection process, we encourage HOPE SF to focus intentional efforts on creating a 'culture of learning.' To do so requires full commitment and vision from HOPE SF leadership. To date, it has been unclear who among HOPE SF leadership holds responsibility for promoting a culture of learning in both symbolic and practical terms.

In order to embed learning as part of the HOPE SF culture, stakeholders should: invest in the initiative's data infrastructure, engage community builders and service connectors in conversations moving forward, and allocate resources to allow for cross-site learning. These three investments – of both time and money – are critical to help the initiative be productive, efficient, and effective as it moves forward.

Invest in the Data Infrastructure

The many City agencies that touch residents' lives each use their own database to track their outcomes. This evaluation was able to draw on many of those databases to paint a picture of how residents interact with those systems. However, each of those data systems was created to serve the needs of the agency administering it, and therefore can only imperfectly describe the progress of the HOPE SF initiative. The HOPE SF initiative must have its own high-quality database.

The database currently in place to track service connection at Hunters View and Alice Griffith is the Tracking-at-a-Glance (TAAG) database (developed by Designing Success, and managed by Urban Strategies). TAAG is on track to be used for Potrero and Sunnydale as well. Urban Strategies has used TAAG at multiple public housing sites across the country, including the customized version created for HOPE SF.

Unfortunately, TAAG – as it currently is used – appears to have some significant drawbacks. The questions in TAAG, and the way data are entered, varies significantly across the two sites in which it is in use. TAAG data from single sites are also self-contradictory for some items. Finally, it is challenging to export data from TAAG in a format that is easy to use and analyze.

The HOPE SF initiative could alleviate this problem by investing resources in developing a comprehensive TAAG user manual, and by engaging Designing Success to train service connectors. Turnover has limited the extent to which staff members at each site are able to build up knowledge and expertise. TAAG users need additional support in how to use the system well, so that the system can be used to fully support their service connection work, rather than being simply another challenge of an already challenging job. Development of a data entry manual, combined with hands-on training, would make service connectors' jobs easier; it would also help to ensure that as data are extracted and used for learning, the results accurately reflect the needs assessment and referral

work that service connectors have been accomplishing. The evaluation team can be helpful in this process.

Should the initiative decide to adopt a different data system going forward, it will be critical to ensure that service connectors have access to a comprehensive user manual and have the opportunity (and capacity) to attend trainings.

A high-functioning, consistently-used data system is a critical source of information for HOPE SF. Under-investment of time and resources in this area will result in outsized negative consequences for the initiative, as service connectors are left unable to help residents and leadership is unable to determine what services are needed.

Involve Those Who Work on the Ground

Community builders and service connectors serve HOPE SF residents every day. They are on site, answering questions and working with residents. Despite their level of knowledge about the needs of residents, they have minimal contact with HOPE SF leadership or the leaders of the agencies involved in the initiative.

This critical population should be engaged in the conversation for multiple reasons. They can provide real-time insights into what the HOPE SF population needs, what programs are working, and where additional resources would make a significant impact. They can provide a "reality check" on assumptions, evaluation findings, or plans. They can also communicate out to residents about the initiative's next steps. In sum, engaging this population as a valuable resource and an equal partner will allow the initiative to be more nimble, responsive, and effective.

However, requesting this level of involvement from community builders and service connectors should not be undertaken lightly; these individuals are stretched thin as it is. Providing more support for these front-line individuals, as well as hiring more staff members as needed, is a necessary first step before the HOPE SF initiative can begin to rely on them as a resource.

Cross-Site Learning

HOPE SF is being rolled out over several years, through a staggered process across the four sites, such that each site currently 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: the developers, community builders, and service connectors – and even the leaders of each site's Tenant's Association.

Creating space to share cross-site lessons learned will help these individuals and help the initiative as a whole. For example, it is evident that Potrero's community building efforts have had great success with the resident community. If regular meetings across sites were to take place, community builders from other sites could borrow successful strategies and apply them to their sites. In addition, sharing information about what worked and why it worked can create a culture where peer-to-peer discussions about successes and challenges foster effective community building strategies.

As noted above, demands 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.

C. Recommendations to Strengthen Effective Service Connection and Communication

HOPE SF is implementing intensive human capital development strategies to ensure that families are at the heart of the transformation of the neighborhoods. To achieve its goals, HOPE SF is working to create a bridge between the immediate needs of existing public housing residents and the future needs of an economically diverse community. Community building and service connection are critical strategies that will build this bridge and serve as catalysts for extensive and enduring community change. In spite of the need for and availability of services, many HOPE SF residents remain disconnected from the support and resources that they could benefit from. Three factors that can positively impact residents' connection to services include: (1) improving support structures for the service connection team; (2) aligning service delivery to mirror unique segments of the resident population; and (3) improving or creating new mechanisms for reliable communication between HOPE SF and the resident communities.

Support for Service Connection

Service connectors are trained social work professionals charged with identifying individual residents' needs and helping them to access and utilize existing services. After conducting initial household needs assessments, service connectors refer families to community-based organizations and city agencies that can help address each family's specific needs. Following a referral, service connectors conduct follow up with residents to monitor service enrollment and progress with services. They also help address evolving needs by providing additional supports such as communication with city agencies, transportation services, and interview preparation.

Service connectors are engaged in difficult, exhausting, and emotional taxing work that is accomplished under challenging conditions. These circumstances can exacerbate job satisfaction and put service connectors in danger of burning out. Unfortunately, turnover in this position undermines the goals of the initiative because residents need adequate time to get to know service connectors and build trust with them. Offering greater support for service connectors and considering additional staff support at each site can help to maximize the retention of service connection team members and build consistency for residents. Support might include developing a "learning community" of service providers at the different sites who can share obstacles they are facing and the solutions they have found. Case conferencing among service connectors can build case management skills and efficiencies, as well as enable peers to work together to address challenging cases. It is feasible that these supports will help inspire and motive service connectors in their work. The perspectives of the service connectors are invaluable and the evaluation will collect data on the types of supports that service connectors need to make their work more sustainable.

Serving Segments of the Population Appropriately

Despite the need for and availability of services, many HOPE SF residents remain disconnected from the support and resources that they could benefit from. This is partially because the service connection model needs to implement specific strategies for different resident age groups and need categories. For example, residents who are disabled, or 65 and older, do not need workforce

connection strategies. Some families will be able to move toward economic self-sufficiency, but for others families this is not a realistic goal.

In regards to economic well-being and self-sufficiency, families with senior heads of households will continue to rely on public benefits. Seniors will draw on social security, supplemental security insurance (SSI), and Medi-Cal because these are benefits intended to ensure that all seniors do not fall into poverty. Families with heads of household under 65 should be divided multiple segments based on two main factors: disability and length of disconnection from the labor force. For those who are healthy and who have recent or current job experience, the path to self-sufficiency depends largely on employment. However, when heads of households are disabled, moving them into opportunity-rich employment may be only a very long-term goal – and perhaps not attainable at all. For this group, the goals should be: (1) ensure that those who can qualify for SSI become enrolled; (2) support the welfare of disabled adults through benefits enrollment and service access; and (3) focus on the educational attainment of the youth in the household, preparing them to escape intergenerational poverty through post-secondary success.

To effectively support residents and connect them to appropriate services, it will be important for HOPE SF to think about the unique populations and acknowledge that different sets of goals are necessary and suitable for different segments of the resident population.

Effectively Communicating with Residents

Residents, implementation, and leadership stakeholder groups alike desire effective communication strategies that keep residents well informed about the redevelopment and revitalization process. Suggested strategies that can facilitate improved communication include: (1) increasing the frequency of communication between HOPE SF leadership and residents; (2) encouraging residents to use existing communication mechanisms, such as revitalization meetings or tenants association meetings to share feedback about the redevelopment, and supporting efforts that will guarantee these mechanisms are consistently available; (3) improving structures for HOPE SF leadership to respond to resident feedback in a way that ensure responses include appropriate detail that is clear, concise, and communicated without jargon; and (4) adequately addressing what residents view as broken promises or unmet expectations by providing the contextual circumstances that caused the situation to unfold. Ultimately, residents want to understand why certain decisions are made and improving communication can help to keep them informed while also building their trust in the initiative.

Another communication strategy that can strengthen trust among residents is activating Leadership Academy alumni. Alumni include existing residents who have received valuable information about the initiative and their knowledge can be transferred to residents through peer-to-peer communication. One consideration is to ask Alumni to serve as beacons for revitalization questions and support. When residents have concerns about the initiative, the Leadership Academy alumni can be their first resource. For this strategy to be feasible, it would be necessary for the alumni to have direct contacts within HOPE SF who can help them address questions.

V. Appendices

The appendices are organized as follows:

A. Evaluation Design,
B. Administrative Data,
C. Hunters View Household Survey Baseline Summary,
D. Detailed Information on Participation in Workforce Programs & Services Activities, and
E. How to Boost Employment and Earnings among Disadvantaged Populations.

A. Evaluation Design

Evaluation Overview

The HOPE SF evaluation can be understood at a high level in terms of the broad research questions it seeks to answer. The table below lays out a set of very broad research questions the evaluation addresses, organized here by HOPE SF goal:

Goal	Research Questions
Goal 1: Replace Public Housing Units with Mixed-Income Developments	➤ How successful are HOPE SF's efforts to create socioeconomically integrated developments? ➤ What are the facilitators and barriers to redeveloping HOPE SF sites?
Goal 2: Improve Outcomes for Existing Public Housing Residents	➤ To what extent have HOPE SF residents seen more positive outcomes in terms of closer ties to their community, increased educational attainment, improved employment situations, increased financial self-sufficiency, and improved physical and emotional wellbeing? ➤ What are the facilitators and barriers to improved outcomes for residents? ➤ In what ways do the different components of HOPE SF (redevelopment, service connection, and community building) contribute to improved outcomes for residents? ➤ To what extent can we attribute to HOPE SF positive trends for residents?
Goal 3: Create Neighborhoods Desirable to Mixed-Income Communities	➤ To what extent has HOPE SF created neighborhoods with amenities desirable to renters at diverse income levels? To potential homebuyers? ➤ To what extent has HOPE SF contributed to positive neighborhood change (e.g. lowered crime rates, stronger neighborhood schools, and greater employment opportunities)?
Systems Change Goal: Generate the systems change necessary to promote and sustain the desired outcomes for residents, developments, and neighborhoods	➤ What are the facilitators and barriers to redeveloping HOPE SF sites? ➤ How effective and coordinated are the partnering agencies in creating integrated neighborhood improvements? ➤ What value and lessons learned does the HOPE SF strategy of city-led partnerships and blended public-private funds contribute to the field of public housing revitalization?

Over five years, the HOPE SF evaluation is designed to assess the initiative's success, provide ongoing feedback to key stakeholders, and document lessons learned. The next sections of this appendix will describe the *types* of evaluation undertaken (process and formative, outcome and summative, impact, and developmental); and the levels of analysis (residents, developments, neighborhoods, and system). Finally, it will provide an overview of the data sources used.

The Relationship between the Baseline Report and the Full Evaluation Design

It is important to keep in mind that the baseline report does not include the full scope of the five year evaluation. This report is designed to: (1) establish initial measures for outcomes, so that progress against them can be tracked over time; and (2) provide some preliminary feedback on initiative implementation. There was only limited qualitative data collected for this report, and the report does not focus on process evaluation or formative feedback. In addition, since this is only the baseline, there is not yet a focus on *impact* evaluation. Assessment of impact will begin as the

evaluation team has over-time data, and so can compare the outcomes of HOPE SF residents to the outcomes for a comparison group.

Evaluation Type

Process and Formative Evaluation

- **Process Evaluation** tells the story of the activities and efforts of a program or initiative, focusing on numbers and characteristics of those served, numbers and types of services provided, and other fundamental descriptors of the initiative activities. It answers the question, *"What happened in the program or initiative?"*
- **Formative Evaluation** is the use of evaluation to inform the development of a program or initiative in order to make ongoing refinements. It answers the question, *"What is and is not working?"* A formative evaluation also seeks to unpack the *reasons* that particular approaches are working well (or are not working well). It answers the question, *"What lessons are we learning about which strategies and approaches work well?"*

In conducting the process and formative evaluation, we will describe what HOPE SF looks like "on the ground:" how redevelopment is unfolding; and the programs and services for residents at each site. We will also use this aspect of the evaluation to hear from stakeholders about the ways in which HOPE SF is working well, as well as their insights about how it might improve. What factors are supporting positive outcomes? What are the challenges, and how can they be overcome?

Outcomes and Summative Evaluation

- **Outcome Evaluation** describes what change occurred among the target population or entity as a result of a program or initiative. It answers the question, *"What short-, medium- and long-term changes were achieved?"*
- **Summative Evaluation** is the use of evaluation to provide a judgment about an effort's success or merit at the end of the evaluation. Summative evaluation addresses all of the questions relevant to other types of evaluation described above: *"What happened? What did and did not work? What was achieved?"*

The outcome and summative evaluation will track the outcomes for residents, developments, and neighborhoods over time. How do the original residents fare? What changes are we seeing for developments and surrounding neighborhoods?

Impact Evaluation

- **Impact Evaluation** assesses the specific outcomes attributable to a particular intervention or program by comparing outcomes where the intervention is applied against outcomes where the intervention does not exist. It answers the question, *"Did the intervention produce the intended outcomes?"*

For the impact evaluation, we will explore the extent to which we can attribute positive outcomes for residents specifically to the HOPE SF intervention. To conduct this type of evaluation, we will compare outcomes for HOPE SF residents to outcomes for public housing residents who do *not* live at one of the HOPE SF sites. Do we see better trajectories for HOPE SF residents than we see for *non*-HOPE SF residents? We will also explore the question of what outcomes we can attribute specifically to HOPE SF by interviewing stakeholders, and hearing form them what they believe to be the impact of HOPE SF, and the evidence for this impact.

Developmental Evaluation

- **Developmental Evaluation**[215] focuses on telling the story of initiatives as they are forming within highly complex environments and adapting to ongoing change. A developmental evaluation is most appropriate in settings where goals are emerging or changing rather than predetermined or fixed. Evaluators often use this approach when assessing initiatives that involve system change efforts. This is because systems – by their very nature – are deeply complex, and their complexity is compounded by the constant flux of environmental factors that the initiative both *causes* and *responds to*. Developmental evaluation answers the questions: *"How is major systems change unfolding? How do we adapt an innovative initiative to new conditions in complex, dynamic systems?"*

We will use developmental evaluation to provide insights into the systems change that HOPE SF seeks to bring about. Insights into the factors promoting and hindering systems change can also provide feedback, informing ongoing strategic decisions.

Levels of Analysis

We will conduct the evaluation at four levels of analysis: residents, developments, neighborhoods, and systems. In this section we outline the questions asked at each level, and the data sources we will use.

Residents

At the resident level of analysis, the evaluation will ask questions about individuals and families:

- Are residents engaging in programs and activities?
- How successfully are they getting connected to services?
- Over time, are outcomes showing positive trends for health, emotional well-being, educational progress, employment, and financial self-sufficiency?
- Are the trends for residents at HOPE SF sites more positive than the trends for residents at other public housing developments in San Francisco?

Answering resident-level evaluation questions means collecting data on individual residents and family units. Data sources used for this level of analysis include administrative data sources available at the individual level, service connection data, and household surveys. To understand the progress that residents are making over time, we will also use qualitative data collected through key informant interviews with front-line staff working at the HOPE SF sites.

Developments

At the development level of analysis, the evaluation will ask questions about HOPE SF developments:

- What are the rates of return of original residents?

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[215]Developmental evaluation has been used for decades, but only more recently has it been named and codified. For a comprehensive introduction, see: Patton, M. Q. (2011). *Developmental evaluation: Applying complexity concepts to enhance innovation and use.* New York: The Guilford Press.

- To what extent has HOPE SF created developments that integrate different housing types and tenures (i.e., public housing, affordable housing, and market-rate housing) with quality indistinguishable from one another?
- To what extent are HOPE SF developments financially and environmentally sustainable?
- What are the keys to resident retention, and to the financial, environmental, and social sustainability (social cohesion and community engagement) of mixed-income developments?
- In what ways do the different components of HOPE SF (redevelopment, service connection, and community building) contribute to improved outcomes for residents?

Data sources used for the development level of analysis include tenant records from the SF Housing Authority, document review (documents from developers that provide information on housing type, quality, Breathe-Easy units, and appropriate green building standards (e.g. LEED, Green Point Rating); and from property managers on the number of affordable housing and market-rate renters and owners), key informant interviews with representatives of the SF Housing Authority and the Mayor's Office of Housing, key informant interviews with service connection and community building staff, and household surveys.

Neighborhoods

The evaluation will also pull back the lens from the developments, and include research questions focused at the neighborhood level of analysis. The general research questions are:

- To what extent are there physical, social, and economic changes in HOPE SF neighborhoods, including greater public safety, cleaner and more beautiful public spaces, improved neighborhood schools, better access to goods and services, high-quality employment opportunities, and greater social cohesion?
- To what extent is HOPE SF contributing to neighborhood change?
- What strategies can help site-level redevelopment and neighborhood level revitalization be mutually reinforcing?

To answer these questions, the evaluation team will use administrative data (from the SF Department of Public Health (DPH) that has been aggregated up to the level of the neighborhoods in which HOPE SF sites are situated. DPH will provide data on factors in the social and physical environment that are known to correlate with health outcomes.

The evaluation team will also conduct key informant interviews with stakeholders who have insight into the extent to which the HOPE SF initiative has contributed to the changes that we see at in the HOPE SF neighborhoods.

Systems

At the systems level, the evaluation seeks to provide insights into how a city and county can successfully work across systems to share information at the individual and family levels that will facilitate effective service delivery and comprehensive understanding of progress against goals. Evaluation questions include:

- How effective and coordinated are the partnering agencies in creating integrated neighborhood improvements?
- What are the facilitators and barriers to redeveloping HOPE SF sites? How have local politics played out to hinder or support the effort?

- What value and lessons learned does the HOPE SF strategy of city-led partnerships and blended public-private funds contribute to the field of public housing revitalization?
- What are the "levers for change" in the systems that HOPE SF is seeking to influence? What shifts in inter-agency and between-sector resource flows happen to develop a system that better serves the HOPE SF residents? What incentive structures were holding up progress, and how are they re-aligned to generate better outcomes on the ground?
- What are the barriers to systems change? Do we see the barriers and challenges lessening over time as system becomes more effectively integrated?

To tackle the complex questions about systems and systems change, the evaluation team will collect extensive qualitative data through key informant interviews and facilitated conversations with key stakeholders.

Data Sources

Because the evaluation focuses on multiple levels of analysis and explores so many domains, it requires a wide range of data sources. We describe each briefly below.

Household Survey

To collect data directly from the residents, the evaluation team administers surveys to residents at HOPE SF sites, surveying heads of household (and another adult on the lease if the head of household is not available). (For a more detailed description of household survey data collection, see Appendix C.) It is administered once during a baseline period, and then again at a follow-up period. Due to resource constraints, the evaluation will conduct surveys at only three of the five sites: Hunters View, Alice Griffith, and a third site TBD. The table below shows the currently planned timeline for survey administration.

Exhibit 124.

Site	Year					
	2011	2012	2013	2014	2015	2016
Hunters View	✓				✓	
Alice Griffith		✓				✓
Site 3, TBD			✓			✓

For smaller sites (fewer than 158 households), the evaluation team will do a census (attempt to administer the survey to every household). For larger sites, the evaluation will select a random sample of households to survey.

Service Connection Data: Tracking-at-a-Glance Data System

In the course of their work with residents, service connectors collect needs assessment data from all households, as well as data on referrals (services that residents were referred to, and information on referral follow-up). Service connectors store these data in a system called Tracking-at-a-Glance (TAAG). TAAG data cover health, emotional wellbeing, education, employment, and financial self-sufficiency. The evaluation leverages this valuable data source, and will use data tracked this way to collect information on (1) selected resident outcomes, and (2) the extent to which residents are referred to and receive needed services.

Tenant Records from the Housing Authority

All Housing Authorities are required to submit data to the federal department of Housing and Urban Development (HUD) on an annual basis using HUD Form 50058. The Form 50058 datafile contains data on demographics, household composition, and income sources and amounts. Tenant records are the source of the evaluation "master file:" a file containing unique identifiers for all of SFHA development residents in 2011. Hose in the master file have been identified as the set of original residents to follow over time. The evaluation team will use information on those *not* living at HOPE SF sites to develop the comparison group.

Individual-Level Administrative Data from San Francisco Agencies and Departments, and City Partners

Public and semi-public organizations that serve Housing Authority residents track information on these individuals and families. The data these organizations store in their management information systems are referred to as "administrative data." (For more detailed information on administrative data, see Appendix B.) Administrative data constitute a rich data source that provides detailed information on the services residents receive, and the changes that residents experience over time. The evaluation is privileged to have access to a set of datafiles that include individual-level data from a wide range of San Francisco agencies, departments, and city partners:

- Housing Authority (this agency provides the master file data)
- Department of Children, Youth, and their Families
- First 5 of San Francisco
- Human Services Agency
- Mayor's Office of Housing
- Office of Economic and Workforce Development
- San Francisco Redevelopment Agency
- San Francisco Unified School District

This set of datafiles will be developed and managed by the SF Human Services Agency (HSA). Annually, all agencies will send data extracts to HSA for the individuals included in the Housing Authority masterfile. HSA staff will match all the data across datasets using unique identifiers. HSA will then remove any identifying information, exchanging SSNs and names for random IDs. When HSA has completed the matching and de-identification processes, staff will transmit an individual-level file and a household-level file to LFA Group using a secure file transfer protocol.

Healthy Development Measurement Tool

To answer research questions focused at the neighborhood level, the evaluation team will take advantage of a rich data source: the SF Department of Public Health's (DPH) *Healthy Development Measurement Tool* (HDMT). The HDMT is a comprehensive metric that assesses a wide range of factors within the social and physical environment that affect health. DPH has used the HDMT for the neighborhoods in which the five HOPE SF sites are situated, and plans to conduct follow-up HDMT assessments in the future. The evaluation can, therefore, use over-time changes in the HDMT metrics for HOPE SF neighborhoods to document neighborhood-level change.

Key Informant Interviews

The evaluation will use key informant interviews with HOPE SF stakeholders to provide insights that are relevant to every aspect of the evaluation. Stakeholder groups include:

- City Personnel
  - Department Heads
  - Deputy-level Managers
- Funders
- Enterprise Community Partners Staff
- Front-line Site Staff
  - Service Connectors
  - Community Builders
- Developers
- Property Managers

For the process/formative evaluation, we will interview deputy-level managers and staff on the ground at the sites to learn what is working with service connection and community building (and where improvements could be made). During these interviews we will also hear from these stakeholders about their perceptions about some of the outcomes for residents, developments, and neighborhoods. We can likewise use these interviews to explore perceptions of impact: what do stakeholders see as the contribution that HOPE SF has made to resident-, development-, and neighborhood-level outcomes? And finally, for the developmental evaluation, we will interview stakeholders that represent all "parts" of the system. These interviews will generate insights into the systems change that has taken place, where the levers for change may be for additional systems change, and what the system-level barriers to change are.

Baseline interviews included city personnel from the Mayor's Office of Housing (MOH) and the Office of Economic and Workforce Development (OEWD), as well as Enterprise Community Partners staff. These interviews, along with access to stakeholder meetings, provided valuable information about the progress of the initiative as well as context to inform quantitative findings.

Focus Groups and other Facilitated Conversations

The evaluation team will collect qualitative data from residents in two ways, by conducting (1) focus groups, and (2) participatory evaluation activities. Focus groups designed to hear from residents about their perceptions of redevelopment, service connection, and community building will happen twice: during two of the four years that surveys are *not* administered. The timeline for focus groups in shown in Exhibit 125 below.

Exhibit 125.

Site	Year					
	2011	2012	2013	2014	2015	2016
Hunters View			✓	✓		
Alice Griffith			✓	✓		
Site 3, TBD		✓			✓	

Another component to the evaluation is a set of participatory evaluation activities that are organized around the household survey. To administer the survey, the evaluation team works with a small group of residents who act as Field Coordinators (FCs); together the survey administrators and the FCs constitute the Community Feedback Facilitation (CFF) Team. Once the preliminary results of the household survey have been graphed, the CFF Team comes back together to share survey results. After hearing initial thoughts from the FCs on which results are most important to share with a wider resident audience, the CFF Team co-facilitates a meeting to which all residents

are invited, and results are shared. This reflection meeting functions both as a way for evaluation results to be shared back with the community, and as a data collection opportunity: the evaluation team can gain a deeper insight into the perspectives of the residents.

There are other facilitated group conversations that take place: due to the complexity of the work, many stakeholder groups that need to come together to plan and coordinate their strategies and activities. There are also occasions for members of the evaluation team to facilitate conversations with some of these stakeholder groups. The evaluation will leverage such meetings as data collection opportunities. Groups include:

- The HOPE SF Campaign Steering Committee
- The HOPE SF Oversight Committee
- The City Services Team
- Developers' Meetings

Information collected at these conversations will enable evaluators to more deeply understand how the initiative is unfolding, and to answer the questions of process and formative evaluation: *"What happened in the program or initiative?"* And: *"What is and is not working?"* Participation in these meetings will also support insight into the systems change that HOPE SF contributes to.

Document Review

The evaluation team will review a variety of documents to assess outcomes and impact research questions at the development level. These include:

- Documents from developers that provide information on housing type, quality, Breathe-Easy units, and appropriate green building standards (e.g. LEED, Green Point Rating);
- Documents from developers or property managers on the number of affordable housing and market-rate renters and owners;
- Documents from developers, the Housing Authority, and the Mayor's Office of Housing on financial sustainability of developments; and
- Contract summaries from City departments and agencies funding services on site, to document the types of programs implemented and services offered at developments.

Research Designs

This section of the appendix describes the research designs for each evaluation type: process/formative; outcome/summative; impact; and developmental. For each evaluation type, we start with a set of general research questions the evaluation team will ask.

Process/Formative Evaluation

Process/formative evaluation describes how initiative components are implemented, and addresses questions about: (1) whether residents are being engaged at hoped-for levels in programming, services, and activities; and (2) what lessons we are learning regarding how implementation might be improved. Process/formative evaluations provide important program feedback. Program implementers can view the data with an eye to whether specific progress targets and satisfaction levels have been reached, and consider what the reasons may be for the reasons for the shortfall.

In addition, because high implementation quality is so important to bringing about positive outcomes, process/formative evaluation also generates insights that support the *outcome* evaluation. In other words, where we see outcomes that are not as positive as anticipated, we may attribute these outcomes to implementation factors such as low participation levels among residents, high staff turnover, etc. To interpret the outcome results properly, then, it will be important to understand implementation quality.

Research Questions

The process/formative evaluation will answer the following types of research questions:

- What types of programs are being implemented at the housing sites? What types of services are being offered?
- What is the level of engagement in programs and services among residents?
- What factors have supported and hindered high-quality program and service implementation?

Research questions for the process/formative evaluation will also focus on lessons learned:

- What are the facilitators and barriers to redeveloping HOPE SF sites?
- What are the facilitators and barriers to improved outcomes for residents?
- In what ways do the different components of HOPE SF (redevelopment, service connection, and community building) contribute to improved outcomes for residents?

Data Analysis

For the process/formative evaluation, data analysis involves:

- Using key informant interview data and document review to put together descriptions of program and service implementation;
- Summarizing results from administrative data sources to report on participation rates in programs and services;
- Summarizing data from household surveys, reflection on survey results, and resident focus groups to report on residents' satisfaction levels; and
- Identifying themes in qualitative resident data and key informant interviews with City managers and site staff to report on factors that have supported and hindered implementation.

After this first round of data analysis, the evaluation will engage in further reflection with key stakeholders. The evaluation team can work with Enterprise and the Mayor's Office of Housing to determine stakeholder groups that can serve as forums for reflection on specific data domains (for example, workforce stakeholders can come together to discuss data on resident participation in job readiness and job training programs).

It will be especially helpful for these stakeholder groups to reflect on process data in the context of: (1) process *targets* (e.g. 40% of unemployed working-age adults will graduate from job readiness programs); and (2) results of the outcome evaluation. Considering participation in the context of targets and outcomes, stakeholders will generate new insights about what is working, what is *not* working, and what factors are contributing to or hindering success. While these insights may be about how the programs and services are functioning on the ground, we will also leverage them to think broadly about the HOPE SF initiative. What factors, at the sites and also beyond the site-based conditions, are supporting and hindering high-quality program and service implementation?

Outcome/Summative Evaluation

The outcome 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. At the end of the evaluation, we will look back and complete a *summative* evaluation: looking back at the history of HOPE SF, what has been the trajectory of outcomes for residents? What has changed for developments and neighborhoods?

Research Questions

The outcome/summative evaluation will answer the following types of research questions:

- Do residents:
  - Show greater levels of leadership and civic engagement?
  - Have increased access to healthcare and improved health outcomes?
  - Exhibit a greater sense of emotional wellbeing?
  - Have improved educational achievement for youth and increased educational attainment for adults?
  - Experience fewer employment barriers and greater rates of employment?
  - Have higher earned income levels, a greater proportion of their total income generated by earned income, and report lower levels of hardship?
- For developments:
  - Do residents report greater feelings of safety in the developments?
  - Is there greater social cohesion: a greater sense of social connection and community engagement?
  - Are housing conditions improving, and are new units environmentally sustainable?
  - To what extent are the redeveloped sites socioeconomically integrated?
- For neighborhoods:
  - Has public safety increased?
  - Is there greater social cohesion?
  - Is there better access to cultural activities, public services, retail services, non-predatory financial services, and affordable and high-quality food?
  - Is there greater access to parks, open spaces, and recreation facilities, and are public spaces safer and cleaner?
  - Are there greater opportunities for high-quality employment for local residents?
  - Have property values increased, and concentrated poverty decreased?

Data Analysis

For the outcome/summative evaluation, data analysis involves determining how the outcomes have evolved over time, reporting outcomes for each time point, and calculating extent of change. The extent of change is a "raw fact," however, and needs interpretation. Data analysis will therefore include reflection on the outcome data with a HOPE SF stakeholder group. Did the extent of change reach the hoped-for levels? If not, what were the reasons that they did not? What lessons are we learning along the way about what enables and hinders positive change?

The analysis will also pay special attention to the effect of the two generation strategy. When adults *and* children in the same household are participating in programs and services, does participation have greater impact on each? In other words, among participating youth, do those with engaged parents show more positive trajectories than youth with *non*-engaged parents? And among

participating parents, do those with engaged children show more positive trajectories than parents with *non*-engaged children?

Impact Evaluation

The outcome/summative evaluation tracks outcomes for the HOPE SF residents, developments, and neighborhoods. It asks about the changes that we see at each of these levels of analysis. *Impact* evaluation takes the next step, and asks: "to what extent can we *attribute* change to HOPE SF?" To answer this question of impact, the evaluation makes the following comparisons:

- HOPE SF residents to other residents at *non*-HOPE SF housing sites;
- HOPE SF developments to other, similar public housing sites; and
- HOPE SF neighborhoods to the neighborhoods in which the comparison sites are situated.

This section describes the design for making these comparisons, first at the resident level of analysis, then at the levels of development and neighborhood.

Resident-level Comparison

For the resident-level impact evaluation, we are using a *quasi-experimental* research design, comparing HOPE SF residents to a comparison group of residents who live at other public housing sites.[216] A quasi-experiment is designed to assess the effectiveness of a program by providing data and analysis that answer the question: what is the difference between actual resident outcomes, and what *would* have happened to them if they had *not* been living at a HOPE SF site? This difference equals the extent to which the program contributes to improved outcomes. However, we can never observe this difference directly (since we cannot re-run history without HOPE SF). Instead, we will estimate the difference by measuring the same outcomes for a comparison group: a group composed of individuals who are as similar as possible to the program participants.

The evaluation is extremely fortunate to have access to the multi-agency administrative dataset, and to have access to data on residents in *all* housing authority sites. Using these data, the evaluators can construct a very high-quality comparison group using a method called *propensity score matching*. This is a method that, in essence, allows us to identify the group of individuals *most like* the HOPE SF residents (the treatment group). The more "baseline equivalence" there is between the treatment and the comparison group, the more confidently we can infer that greater positive over-time change the HOPE SF residents is actually *due* to HOPE SF. Therefore, the research of research using this design helps us make the case for HOPE SF *impact.*

Research Questions

While the evaluation can answer outcomes questions across all the domains, it cannot answer *impact* questions in every domain. The difference is because of data limitations: to answer comparative questions, we must use data sources that are available for *both* the treatment and comparison group. Administrative data are available for both groups; household survey and TAAG data are available for the treatment group only. Here are the research questions that the resident-level impact evaluation addresses:

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[216] We are excluding from the comparison group residents at two types of sites: Senior Housing sites, and sites that were redeveloped under HOPE VI.

- Do HOPE SF youth show greater over-time improvements in educational attainment than do youth in the comparison group?
- Do HOPE SF residents show greater over-time improvements in employment rates than do residents at comparison sites?
- Do HOPE SF residents show greater over-time increases in earned income levels than do residents at comparison sites?
- Do HOPE SF residents evidence greater over-time decreases in dependence on public benefits than do residents at comparison sites?

Data Analysis

To answer the impact research questions, we will build a set of statistical models estimating the impact of HOPE SF. These models will compare over-time change (on the range of outcomes) for the HOPE SF residents with over-time change for the comparison group, and calculate the *difference* between the changes for the two groups. The models will then tell us how "statistically significant" these differences are in each domain. In other words, how confident are we in making the claim that any differences we see are *attributable* to HOPE SF?

These "first cut" models tell us about the aggregate effects of HOPE SF on residents. We will also dig deeper, to look for effects felt by particular subgroups (e.g. different age groups, different ethnicities, those with very young children v. those with older children). In looking at effects for subgroups, we are asking: Are there particular subgroups that benefit particularly from HOPE SF? As we accumulate additional years of data, we will be able to see how over-time trends for HOPE SF residents compare to over-time trends for those in the comparison group.

Development- and Neighborhood-level Comparison

To ask comparative questions at the development and neighborhood levels, we will use descriptive information to compare outcomes for (1) HOPE SF sites v. *non*-HOPE SF sites, and (2) HOPE SF neighborhoods v. *non*-HOPE SF neighborhoods.

Research Questions

Research questions about impact at the development and neighborhood levels are:

- To what extent can we attribute changes at the HOPE SF *developments* specifically to the HOPE SF initiative?
- To what extent can we attribute changes in the HOPE SF *neighborhoods* specifically to the HOPE SF initiative?

Data Analysis

Answering the impact questions involves assessing the information on outcomes that is available for both the HOPE SF developments and neighborhoods, and for selected *non*-HOPE SF developments and neighborhoods that can serve as relevant comparisons (developments and neighborhoods with baseline similarities).

At the development level, we will focus on document review from the Housing Authority and from the Mayor's Office of Housing that can provide data on the housing conditions, income levels of residents, and environmental and financial sustainability of developments. At the neighborhood level, we will compare neighborhood-level HDMT assessments, choosing neighborhoods that align with the comparison developments already chosen. Looking at trends in HDMT for HOPE SF and

comparison sites will provide insight into how the trajectories for HOPE SF neighborhoods differ from those of non-HOPE SF neighborhoods.

To dig deeper into any differences we see in over-time trends, we will supplement document review and HDMT data with key informant interview data. We will conduct these interviews with stakeholders who can provide insights into the extent to which the HOPE SF initiative is the cause of positive trends for developments and neighborhoods.

Developmental Evaluation

HOPE SF stakeholders have already put a great deal of effort into the goal of designing, pursuing, and accomplishing systems change. 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.

Research Questions

The developmental evaluation will ask the following types of research questions:

- How effective and coordinated are the partnering agencies in creating integrated neighborhood improvements?
- What are the facilitators and barriers to redeveloping HOPE SF sites? How have local politics played out to hinder or support the effort?
- What value and lessons learned does the HOPE SF strategy of city-led partnerships and blended public-private funds contribute to the field of public housing revitalization?
- What are the "levers for change" in the systems that HOPE SF is seeking to influence? What shifts in inter-agency and between-sector resource flows happen to develop a system that better serves the HOPE SF residents? What incentive structures were holding up progress, and how are they re-aligned to generate better outcomes on the ground?
- What are the barriers to systems change? Do we see the barriers and challenges lessening over time as system becomes more effectively integrated?

Strengths and Limitations of the Evaluation Design

Strengths

In providing access to their administrative data, city agencies and partners made possible a wide-ranging baseline portrait of HOPE SF residents. Because public housing residents interact with so many services provided or funded by public agencies and city partners, administrative datasets are an invaluable source of information about these residents. Bringing together so many datasets is rare, and the work that the Human Services Agency did to match administrative data to the San Francisco Housing Authority (SFHA) master list created an unprecedented opportunity in San Francisco to follow the trajectories of residents. The range of data sources, from school enrollment data to income data to benefit penetration data, allowed the evaluation to provide extensive insight into the lives of HOPE SF residents.

Access to administrative data allows the evaluation team to carry out a rigorous impact evaluation in the future, by constructing a matched comparison group. The evaluation team

has access not only to data on residents at HOPE SF sites, but to data on residents at other family public housing sites operated by the SFHA. This allows for the construction of a matched comparison group, which can be followed over time to provide a comparison to HOPE SF residents. Understanding the difference between the trajectory of HOPE SF residents and similar people at other housing sites will enable an assessment of the impact of HOPE SF on outcomes such as benefits receipt, educational attainment, and participation in workforce investment programs.

Urban Strategies has provided access to the Tracking-at-a-Glance case management data system. The organization responsible for service connection at Hunters View and Alice Griffith has kindly provided access to TAAG data, which allows the evaluation team to assess progress and challenges of collecting needs assessment data, and undertaking service connection with the residents.

The household survey, participatory evaluation, and focus groups provide venues through which residents can make their voices heard. The baseline survey for Hunters View was included in this baseline report, and future reports will include survey data from additional sites. Response rates for surveys have been high: for Hunters View response it was 80%, and for Alice Griffith (results not included in this report, but completed in May 2012) was 91%. Hunters View residents had an opportunity to reflect on their own survey results, and Alice Griffith residents as well as residents from other sites will have a chance to do that in the future. The surveys and participatory evaluation, as well as the focus groups, provide an opportunity for the evaluation to include the most important voice: that of the residents.

The evaluation team works in partnership with stakeholder at the Mayor's Office of Housing. The evaluation team has the benefit of working with key staff involved in HOPE SF, who support the team in making sense of the "HOPE SF story" and support the team's access to additional forums, such as the City Services Team (which includes the agencies and partners that provided the administrative data). Staff at MOH also championed access to administrative data.

The evaluation has the benefit of two national advisors with deep experience with research on public housing and the transformation to mixed-income communities. Professor Mark Joseph of Case Western and Professor Rachel Kleit of the University of Washington advise the evaluation team on issues of research design, data collection, and the interpretation of findings. They have both worked in the field for many years and provide valuable support.

Limitations

The baseline report uses only limited amount of qualitative data. The primary focus of the baseline evaluation was on understanding where the residents are with respect to a number of outcomes areas, and so the evaluation team allocated most of its resources on the analysis of administrative data. While key informant interviews and access to stakeholder meetings did provide some qualitative data that helped create context for what the quantitative findings, the focus was not on qualitative data collection for the baseline report. This meant, in turn, that the process and formative feedback that could be provided was not comprehensive.

The review process for the findings in the evaluation did not involve the optimal number of stakeholder groups. For the current version of the baseline report, there are several stakeholder groups that have not yet had the opportunity to reflect on the findings and provide their input and interpretation. The stakeholder groups that have not yet had a chance to weigh in are: developers, community builders, service connectors, most city agencies, community-based organizations

funded to provide services to HOPE SF residents, and the residents of Alice Griffith, Potrero, and Sunnydale. The evaluation team will be presenting the baseline report to most of these groups, and future reports will include the reflections of these stakeholders.

While there is incredible value in access to administrative and service tracking data, these data are designed as information systems for public agencies, not for research. Therefore, there are several limitations of the administrative data that need to be acknowledged (which are described in more detail in the administrative data section of this appendix).

- **All datasets reflect only on-lease residents.** SFHA's list of residents served as the master list for the evaluation, and SFHA only tracks data about on-lease residents. Therefore this evaluation can only speak to the experiences of on-lease residents.
- **The matching process most likely resulted in an undercount.** Typos, unverified data, and inconsistencies across datasets mean that some individuals were probably not matched across datasets. It should therefore be assumed that all results from the administrative dataset presented in this report reflect an undercount.
- **Match quality varied by dataset, due to the accuracy of variable(s) used to match each dataset.** Some datasets were matched by social security number (when it was available), and some were matched by other identifying variables (name, gender, date of birth, etc.). The datasets matched by social security number probably matched into the dataset more completely than those matched by other variables. This is especially true of datasets concerned primarily with children (SFUSD, First 5, and DCYF) because of Asian and Hispanic naming traditions that contributed to inconsistencies across datasets.
- **Service connection data is of uncertain quality.** Inconsistencies in the service connection data, both within sites and across sites, are cause for concern. The data were only available for Hunters View and Alice Griffith sites, since service connection has not officially begun at Potrero or Sunnydale.

B. Administrative Data

The city agencies that serve HOPE SF residents generously shared their data with LFA Group, which allowed this evaluation to be as complete as it is. These datasets are collectively referred to throughout the report as "administrative data." These data were shared under an agreement whereby LFA had access only to de-identified data, in order to protect the privacy of HOPE SF residents.

Overview of Process

LFA Group worked with a variety of city agencies to determine which data was available, could be shared, and would be of use to LFA Group. The participating agencies are as follows:

- Department of Children, Youth, and Their Families (DCYF);
- First 5 San Francisco;
- Human Services Agency (HSA);
- Mayor's Office of Housing (MOH);
- Office of Economic and Workforce Development (OEWD);
- San Francisco Unified School District (SFUSD); and
- San Francisco Housing Authority (SFHA).

LFA Group submitted data requests in the fall of 2011 to each of these agencies for the last three fiscal years of data (or school years, where appropriate). Some agencies were able to provide all three years of data, but most were not able to do so (please see Exhibit 126 for more information).

Urban Strategies, the service connector at Hunters View and Alice Griffith, also gave LFA Group access to its Tracking-at-a-Glance dataset (TAAG).

HSA de-identified the data submitted by these agencies and matched individuals across datasets, and then shared those de-identified data with LFA Group. The following city agencies shared their data directly with HSA: First 5 San Francisco, DCYF, OEWD, and MOH. Under side agreements, data from SFUSD and SFHA were shared with LFA Group. Those two datasets, in addition to the TAAG dataset, were sent on to HSA to be matched and de-identified. (LFA Group did not consult the original, identifiable files from these three sources after submitting them to HSA.)

Emily Gerth, Senior Administrative Analyst at HSA, performed the match and also produced a report ("Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond") on several key findings in the datasets. Ms. Gerth summarized the process as follows:

> A list of residents from the SFHA, or the master list, served as the backbone for constructing the dataset. The master list contains identifying information, including full names, date of births and social security numbers, for those officially on a lease in public housing. Lists of program and benefit recipients were matched to the master list to create a dataset that allows for as comprehensive an examination as possible of the services received by residents directly and indirectly through the City and County of San Francisco. Where possible, social security numbers were used to identify matches. When social security numbers were not available, last name, the first three letters of the first name, and the complete date of birth were used instead.

Exhibit 126 provides an overview of each dataset – how many residents were found in the dataset, the years of data provided, how the match was performed, and examples of the types of variables in

the dataset. The following section of this appendix provides greater context to understand the strengths and limitations of each dataset, given the matching processed used and the notes captured in the last column of Exhibit 126. A more detailed description of how each dataset was matched in is included at the end of this appendix.

Exhibit 126. HOPE SF Dataset Overview

Agency		HOPE SF Residents in Dataset (2010-2011)		Fiscal Year of Data Provided			Examples of Variables in Dataset	Dataset Matched into Master List Using…	Notes
		N	As % of Master List (N=4,031)	2008-2009	2009-2010	2010-2011			
San Francisco Housing Authority (SFHA)		4,031	100%			✓	Site, Ethnicity, Age, Income Source, SSI benefits; Social Security Benefits	▪ N/A	▪ Served as master list. ▪ Does not contain off-lease individuals.
Department of Children, Youth, and Their Families (DCYF)	Youth Development Programming	907	23%	✓	✓	✓	Name and Location of Program/Service Site, Number of Days Attended, Program Activity Types	▪ Name and DOB	▪ Data reflects submissions from multiple providers, with varying data quality. ▪ Asian and Hispanic children most likely undercounted.
	Youth Workforce Training	15	0.3%	✓	✓	✓	Job Placement Program Name, Days/Hours Worked, Hourly Wage	▪ Name and DOB	▪ Job placement data reflects submissions from multiple providers, with varying data quality.
First 5 San Francisco		74	2%		✓	✓	Enrollment in Preschool For All	▪ Name and DOB	▪ Asian and Hispanic children most likely undercounted.
Human Services Agency (HSA)	Enrollment in CAAP	214	5%		✓	✓	Total grant amounts for the fiscal year	▪ SSN	▪ Benefits are by individual and by case (case usually equals a household)
	Enrollment in CalWORKS	1357	34%		✓	✓	Total grant amounts for the fiscal year	▪ SSN	▪ Benefits are by individual and by case (case usually equals a household)

Exhibit 126. HOPE SF Dataset Overview

Agency		HOPE SF Residents in Dataset (2010-2011)		Fiscal Year of Data Provided			Examples of Variables in Dataset	Dataset Matched into Master List Using…	Notes
		N	As % of Master List (N=4,031)	2008-2009	2009-2010	2010-2011			
HSA, continued	Enrollment in Food Stamps	1032	26%		✓	✓	Total grant amounts for the fiscal year	▪ SSN	▪ Benefits are by individual and by case (case usually equals a household)
	Enrollment in Medi-Cal	2666	66%		✓	✓	Whether enrolled in Medi-Cal	▪ SSN	▪ Benefits are by individual only
	One Stop Career Center	267	7%			✓	Number of Visits, Activities Engaged in	▪ SSN ▪ Name and DOB used for those without SSNs	▪ Individuals visiting a One Stop Center use a "swipe card;" One Stop data collected from swipe card records, and do not include outcomes
Mayor's Office of Housing (MOH)	Workforce Development Services	20	0.5%		✓	✓	Participation in: Assessment, Case Management, Job Readiness Training, Job Skills Training, Placement Services	▪ Name and DOB	▪ Data reflects submissions from multiple providers, with varying data quality. ▪ Match performed by MOH.
Office of Economic and Workforce Development (OEWD)	Workforce Development Services	28	0.7%	✓	✓	✓	Participation in: Assessment, Case Management, Job Readiness Training, Job Skills Training, Placement Services	▪ SSN	▪ Data reflects submissions from multiple providers, with varying data quality. ▪ Match performed by OEWD.

Exhibit 126. HOPE SF Dataset Overview

Agency		HOPE SF Residents in Dataset (2010-2011)		Fiscal Year of Data Provided			Examples of Variables in Dataset	Dataset Matched into Master List Using…	Notes
		N	As % of Master List (N=4,031)	2008-2009	2009-2010	2010-2011			
	Job Placement	5	0.1%	✓	✓	✓	Program Outcomes	▪ SSN	
San Francisco Unified School District (SFUSD)		1,200	30%		✓ (Partial)	✓	Name of School, Number of Days Attended, Standardized Test Scores	▪ Name, DOB, and gender ▪ Some residents matched on above variables plus street name	▪ Asian and Hispanic children most likely undercounted. ▪ Match performed by SFUSD.
Tracking-at-a-Glance (TAAG)	Needs Assessment	180	4%			✓	Risk Classification, Health Insurance Status, Current Health Conditions, Interest In Job Training	▪ SSN ▪ Name and DOB used for those without SSNs	▪ Data is for Hunters View and Alice Griffith residents only. ▪ Datasets from the two sites contain slightly different questions. ▪ Data is of uncertain quality.
	Referrals	63	2%			✓	Referred to Workforce Programs or Public Benefit Program, Individual Hired/Enrolled	▪ SSN ▪ Name and DOB used for those without SSNs	▪ Data is for Hunters View residents only. ▪ Data is of uncertain quality.

Strengths and Limitations

An incredible amount of cross-agency coordination and collaboration went into the process of gathering, matching, and de-identifying these data. Because so many key agencies generously shared their data, this evaluation was able to detail the baseline status of HOPE SF residents across myriad aspects of their lives.

While the evaluation had access to an incredibly rich collection of datasets, there are several limitations that should be kept in mind:

All Datasets Reflected On-Lease Individuals Only

Ms. Gerth explained this issue in detail:

> *Because the dataset relied on the master list from the San Francisco Housing Authority, residents who live in public housing but are not officially listed on the lease are not included in the dataset. The Housing Authority and the partner agencies know that a significant number of people may reside unofficially in public housing. While it is a violation of the lease agreement for anyone to live in an apartment permanently without being on the lease, residents often engage in these practices.*

Because all other lists were matched against the SFHA master list, data concerning individuals who are not officially on-lease were not included in the match.

Ms. Gerth produced an excellent analysis of how many individuals might be off-lease at Sunnydale (the largest HOPE SF site). She estimated that approximately 593 individuals are off-lease at Sunnydale – a number equivalent to 34% of the on-lease population. This indicates that there is most likely a substantial proportion of the population that is affected by HOPE SF but is not included in this evaluation. Please see Ms. Gerth's report ("Serving Public Housing Residents in San Francisco: Recommendations to Support HOPE SF and Beyond") for more information on these off-lease residents.

The Matching Process Most Likely Resulted in an Undercount

Ms. Gerth explained why the process most likely resulted in an undercount in each dataset as follows:

> *The results presented here should always be seen as an undercount. The magnitude of the undercount for each dataset or program depends on the quality of the dataset being matched in to the Housing Authority list and the matching strategies used. Typos, transcription difficulties, inconsistencies, and missing data in the key matching variables (social security number, full name, date of birth) prevented a match from being made even when it existed. Errors in these fields in the master list were especially magnified because they prevented individuals from being matched to any other dataset.*

> *In a few cases where data was known to be particularly messy, probabilistic matching software was used to mitigate the undercount. Probabilistic matching suggests potential matches that look similar across multiple variables but have minor typos or plausible differences in spelling. Due to time constraints and concerns about the ability to replicate the process in future years for the HOPE SF evaluation, however, most datasets were analyzed using the results of an exact match on the relevant variables.*

Match Quality Varied Due to Accuracy of Variable(s) Used to Complete the Match

In general, datasets matched on social security numbers (SSNs) probably were matched more completely than those matched on name and birth date. Agencies that collect SSNs tend to verify their data and are less likely to have a typo in their records. Ms. Gerth explains this issue in more detail, as follows:

> *Data from programs that provide direct financial benefits for the client usually have greater reliability than data from programs without a direct financial benefit. Programs with financial benefits (including housing) usually verify income data, citizenship status, and identify information to determine eligibility and detect fraud. Matches to these datasets were probably close to complete. At the other end of the spectrum, data reported by community-based organizations – many of which serve people even if they fail to fill out paperwork – is usually not subject to the same level of scrutiny. The matching process undercounted the number of public housing residents who actually benefited from these services.*

Therefore, datasets matched on name, date of birth, gender, and/or address are probably more under-counted than those matched on SSN.

This increased likelihood of an undercount is especially true of datasets from agencies that primarily serve children and youth (San Francisco Unified School District; First 5 San Francisco: and the Department of Children, Youth, and Their Families). This is due to Hispanic and Asian naming traditions that contribute to inconsistencies across datasets – and therefore to a systematic undercounting of children from these two ethnic groups. Ms. Gerth discovered this issue when analyzing the results of the matching process, and summarized the issue as follows:

> *Children with ethnically Asian first names often have an Anglicized version of their name to use with those outside their family and ethnic community. In the more informal setting of a community program, the child or parent may give the Anglicized name to the program providers instead of the child's legal name. Since the matching process required a similar first name, it did not find a match of a legal last name and nickname.*

> *Children of Hispanic descent sometimes use both of their parents' surnames as their last name, which is their cultural tradition. They may use only the father's last name per American tradition under other circumstances. This, however, prevented an exact match on last name from being made.*

Match Quality Varied Within Individual Datasets When Multiple Providers Contributed Data

Some agencies fund community-based organizations to provide services to residents; agencies then report back service details. The quality of data collection across these agencies necessarily varies. Ms. Gerth summarized her findings as follows:

> *The community-based organizations that report data on program participation to the Department of Children, Youth, and Families (DCYF) and the Mayor's Office of Housing do not all achieve the same quality and completeness in their reporting. Programs with better data yielded more matches regardless of whether they actually served more individuals from public housing than other organizations who have less complete and accurate data.*

Service Connection Data is of Uncertain Quality

The database currently in place to track service connection at Hunters View and Alice Griffith is the Tracking-at-a-Glance (TAAG) database (provided by Designing Success, and managed by Urban Strategies). TAAG is on track to be used for Potrero and Sunnydale as well. TAAG has been used by Urban Strategies at multiple public housing sites across the country and has been customized for HOPE SF.

Unfortunately, TAAG – as it currently is used – appears to have some significant drawbacks. The questions in TAAG, and the way data is entered, varies significantly across the two sites in which it is in use. TAAG data from single sites are also self-contradictory for some items.

Recommendations for Future Years

The process of gathering and matching these datasets went relatively smoothly, thanks to the participating agencies and HSA. That said, LFA Group has identified a few ways in which the administrative datasets could be improved or added to.

- **Begin match process earlier in the year.** The matching process began in February of 2012, and some agencies did not submit their data until April – which gave LFA Group limited time to analyze the data before this report was due. In the future, this process is scheduled to begin in January. The matching process should require less time in the future, and LFA Group should be able to get the administrative datasets from participating agencies earlier in the year.
- **San Francisco's Department of Public Health (DPH) could provide more site-level HDMT data, and more recent data, for the evaluation.** DPH provided LFA Group with reports from its Healthy Development Matching Tool (HDMT). These reports included some site-level indicators and some neighborhood-level indicators. It would be helpful to consistently have site-level data. The HDMT reports were produced over several years, so some of the data contained in those reports is currently out of date. The evaluation would be better served by more recent data.
- **DPH may be able to provide individual-level data about resident health and access to healthcare.** If DPH can find ways to respect patient confidentiality while contributing individual-level data to the evaluation, the addition of DPH data to the evaluation would provide excellent insight into residents' health needs.
- **MOH may be able to provide additional data.** MOH funds community-based organizations to provide a variety of services to HOPE SF residents, such as legal and homeownership counseling. This year, they provided the evaluation with only the service data that was directly funded by a HOPE SF grant. In the future, they plan to provide LFA Group with a greater range of data on the services they fund that benefit HOPE SF residents.
- **Request information on the number of years in public housing from SFHA.** LFA Group failed to request this variable from SFHA as part of the baseline, but will request it in the next round of data requests. This can be compared with the self-reported number of years in public housing that is gathered as part of the household survey.
- **Additional workforce data from HSA and OEWD should be added to the evaluation next year.** HSA administers workforce programs that are funded by Temporary Assistance for Needy Families (TANF) and General Assistance (GA). OEWD administers the CityBuild Academy (the sector academy that trains people for construction jobs), and is taking over workforce programs contracted under the Job Readiness Initiative that were formerly

housed with the San Francisco Redevelopment Agency. Including these data in the evaluation would provide a more accurate picture of HOPE SF residents' participation in workforce programs.

- **Request an updated "DCYF Service Category Definitions" list.** This year, the list LFA Group received only included definitions for some service categories. DCYF is updating this document in 2012 and should be able to share it with LFA Group.
- **Request service site address data from DCYF.** This year, LFA Group realized this information was available from DCYF after having received the original file from DCYF. DCYF kindly agreed to re-export the data, with this variable attached. LFA Group will request this from DCYF earlier in the process in future years.
- **Request DCYF job placement data by fiscal year.** DCYF provided the evaluation with one jobs placement file that included information for all three fiscal years in one file. HSA was able to split this file into the appropriate fiscal year based on the "jobstartdate" variable. It would save HSA time if that data came already separated by fiscal year.

LFA Group will begin requesting 2011-2012 data from city agencies in the fall of 2012, and will strive to make next year's dataset even richer and more comprehensive than the dataset used for the baseline.

Details of Data Matching Process

Note: From this point until the heading titled "Tracking-at-a-Glance," this section is replicated from Appendix A of Ms. Gerth's report. Please note that the numbers Ms. Gerth quotes below reflect the full list of public housing residents (9,692), while the figures quoted in Exhibit 126 reflect only to the subset of those residents who reside in HOPE SF developments (4,031).

This section provides details of the datasets used for the report and matching process for joining them into the Master List.

San Francisco Housing Authority Master List

The San Francisco Housing Authority master list of tenants contained the full names, date of births, and – in most cases – social security numbers of tenants on a lease in public housing in November 2011. There were 9,692 people on the list. Of these, there were 216 people who did not have a social security number, which is 2% of the total. As such, it is unlikely that the results reported significantly undercount residents solely because of missing social security numbers. There were 7,373 people living in family public housing, which is the focus of this report. Another 2,319 people in the dataset were living in housing for seniors and persons with disabilities.

The master list also included detailed information on the sources and amount of income for each person based on the Housing Authority's last income verification of the household. Income verifications occur once each year on a rolling basis, so the exact timeframe for the income report varies for each household. As a result, sources of income and income amounts do not necessarily line up with the benefits data reported here. The Housing Authority verifies all information on income. It has access to federal databases to review payments from the federal government, so the reports on social security, supplemental social insurance, and federal wages are considered quite accurate.

Income data was only available for 51% (3,796 out of 7,373) of those in dataset, but the vast majority of those who do not have income reported were children (2,836 children and 741 adults

have missing data). Most of the adults with missing data, in turn, were 18, 19, or 20 (345 out of 741). The Housing Authority does not count the earnings of minor children or earnings in excess of $480 of full-time adult students towards family income, so many of these young adults would also not be obligated to report income.

Key Constructed Variables

Age was calculated as of July 1, 2011. Since this is the end date of the fiscal year used for most of the programs, it uses their age at the end of the program, rather than the beginning.

Head of household was determined using the following method:
1. The person SFHA considers the Head of Household has a value for household variables such as family size
   o Declare people who have a value for the variable "nfamilysize" in the mast list to be head of household: 4865 households
2. A person whose "full name" in the "full name" variables matches the name in the "head of household" variable for those without a head of household
   a. 99 heads of household were determined using this method
   b. For one household, there are two people have the same name so matching by head of household name does not yield a unique match. Reset the head of household to zero.
3. For those still without a head of household, make the head of household the oldest person.
   a. Remaining 3 heads of households determined using this method

Human Services Agency

Benefits Data

Data on public benefits – including Medi-Cal, CalWORKs, Non-Assistance Food Stamps, and CAAP enrollment – was available for all those registered through the Human Services Agency. It was matched into the master list based on social security number. Data was matched for each month of the last two fiscal years to create a list that captured all those reached during the year by program. To simplify the data, the details of program enrollment, including the type of program aid and the amount of the monthly grant, were brought into the dataset only for the June enrollment.

One Stop Career Center Data

Data for from One Stop Career Centers was available for those who used a One Stop managed by the Human Service Agency between July 1, 2010 and June 30, 2011. Most participants provide a social security number when registering for the One Stop, so this was used to match to the master list. Of the more than 13,000 people who used a One Stop, 855 matched to the master list using social security number. A second match using date of birth, last name, and the first three letters of the first name identified another 34 matches. The list was then de-duplicated, finding twelve duplicated matches.

Department of Children, Youth and Families (DCYF) Program Activities

DCYF requires that its direct contractors report data on the program activities of each client they serve in DCYF-funded programs. This data was matched into the master list and analyzed for this report.

Matching Process

To create the list of program activities used by clients in public housing, the list of all clients (unique by agency) funded by DCYF was matched to the master list from the Housing Authority. Since social security numbers are not collected, data was matched on the basis of date of birth, last name, and the first three letters of the first name. The data was cleaned to remove punctuation, which is used inconsistently, and to correct spelling.

Overall, the process yielded 4,857 matches of clients, unique by agency, for three years of study. More restrictive matches – which require the full first name to match and which required the gender reported to DCYF to match the gender in the SFHA data – did not appear to significantly degrade the quality of the matches. Of the final 4,857 matches, 686 matched on first 3 letters of first name but not full first name field, but misspellings and inconsistent use of middle names appeared to be the most common reasons for a discrepancy. Similarly, 253 did not match on gender but errors appear to be mostly missing data in the DCYF file or typos in one file or another.

Because there was insufficient time to do probabilistic matching that could be verified by two parties for reliability, probabilistic matching was used only to identify the degree of the undercount. About 1490 additional matches over all three years looked probable based on Link Plus, but it would have had to be examined individually to determine accuracy. Discrepancies in the spelling of the last name, minor typos in date of births (for example, reversing month and day), missing date of births and giving a nickname to the contractor appeared to be common reasons for a failure to match using the current strategies.

Program Activities

DCYF then took the list of those who matched and appended the detailed data on their program activities. Clients appeared once per program they participated in, so they appeared multiple times in the dataset for receiving different services. There are some concerns about data quality with this dataset. In particular, the early childhood data is considered to be incomplete.

San Francisco Unified School District

The San Francisco Unified School District matched their data to the master list on their own. Since they do not collect social security numbers, they used two matching strategies. Most students (1,883 of 2,111 students that matched) were matched using last name, first name, gender and date of birth. The rest (228 out of 2,111) were matched using last name, gender, date of birth, and street name. Overall, the school district identified matches for 26% of children 5 and under, 75% of children 6 to 12, 71% of children 13 to 17, and 51% of residents who were 18 to 22.

SFUSD provided detailed data for the 2010-2011 school year. It also provided school names for the 2009-2010 school year for any students who were enrolled during that school year.

Office of Economic and Workforce Development: Workforce Central

The Office of Economic and Workforce Development tracks participants in programs funded by the Workforce Investment Act in the Workforce Central database. OEWD staff conducted their own match to the master list using social security numbers. They provided data on the program, agency and enrollment dates of all clients who matched.

Mayor's Office of Housing: Workforce Development and Employment Services funded by Community Development Block Grant support

Data on the use of workforce development services supported by Community Development Block Grant funds, which are administered jointly by the Mayor's Office of Housing (MOH) and the Office of Economic and Workforce Development (OEWD), came from MOH. The file contained all workforce development activities reported by contractors for each client. The file contained 9,068 rows in the 2009 project year (or 2010 fiscal year) and 7,057 rows in the 2010 project year (or 2011 fiscal year). These totals are duplicated for some individuals. Clients appear once for each service, so they may appear multiple times both because they received multiple services from the same organization and because the client worked with multiple organizations.

Since the organizations do not report social security number, clients missing the matching variables were dropped. In total, over the two years, 1,388 rows were missing one or more of the identifying variables, so 9% of activities were dropped before the match.

The match on date of birth, last name, and first three letters of first name matched 146 rows in the 2010 fiscal year and 140 rows in the 2011 fiscal year.

A separate dataset with detailed information about the jobs that 1,300 clients in the past two years were placed into as a result of services. This was matched to the master list in a similar manner using date of birth, last name, and first three letters of first name. Only ten matches from the two years of data provided were identified.

First 5 San Francisco: Preschool for All

First 5 San Francisco provided a DVD with the names and date of births of all children enrolled in a Preschool for All program during the last two years. The data was matched into the master list based on the date of birth, last name, and first three letters of first name after some basic steps to clean the data were done. In the 2009-2010 school year, there were 2,802 children enrolled citywide, after dropping a handful of duplicates that had the same birthday and full name, and 88 matched to the master list (<1% of the total). In the 2010-2011 school year, there were 2,867 children, after dropping duplicates that had the same birthday and full name, and 115 (1% of the total) matched to the master list.

A probabilistic match using Link Plus did not indicate any major concerns with the matching process.

Tracking-at-a-Glance

LFA Group exported data from TAAG on August 12, 2011 date for both Hunters View and Alice Griffith. Hunters View residents had both needs assessment data and referral data; Alice Griffith residents only had needs assessment data. Data was matched into the master list using social security number for most residents. Remaining residents were matched using name and date of birth. For needs assessment data, 180 Hunters View and Alice Griffith residents were matched into the master list. Sixty-three Hunters View residents from the referrals database matched into the master list.

C. Hunters View Household Survey Baseline Summary

Household Survey Overview

The household survey is 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. 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 Hunters View 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, the HOPE SF service connection team in place at Hunters View, to provide support for LFA Group's presence on site and interactions with residents. Urban Strategies provided LFA Group with access to a secure office space at Hunters View and provided guidance for successful on-site data collection.

Prior to the launch of survey administration, the CFFs and FCs, which together composed the Community Feedback Team, produced and distributed informational flyers to each Hunters View 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 site. At the time of data collection, a total of 128 households composed the Hunters View sample. Baseline data collection was completed during October and November 2011 with 102 households completing the survey. This represents an 80% response rate to the baseline survey.[217]

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[217] The evaluation team administered the survey with Hunters View residents, surveying heads of household, or another adult on the lease if the head of household was not available or declined to participate. Ninety percent of surveys were completed by the head of household.

Following completion of the survey, households received a $10 gift card to Foods Co. as recognition and appreciation of their time. The gift card also served as an incentive for completing the survey. 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.

Participatory Evaluation

To collect additional resident feedback, the LFA Group evaluation team built on the Hunters View baseline survey results, asking residents to participate in a reflection meeting (the *Hunters View Community Café*) to review the survey findings and engage in a thoughtful discussion about the data. This document provides a summary of survey findings and the following section summarizes key takeaways from the *Community Café* reflection meeting.

Reflection Meeting Highlights

The objectives of the *Community Café* meeting were to: (1) review results from the Hunters View household survey; (2) identify key messages to communicate to HOPE SF leadership; and (3) discuss areas for progress in the Hunters View community. The table below includes four specific areas for improvement that residents highlighted during the meeting, along with suggested next steps for HOPE SF stakeholders.

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 promotes 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.

Area for Improvement	Resident Suggestions
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.
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.

Resident Engagement

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 5:30pm to 7:00pm 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.

A summary of key findings from the Hunters View Baseline survey is included below.

Baseline Household Survey Findings

As part of the HOPE SF initiative evaluation, LFA Group: *Learning for Action* conducted a Household Survey at Hunters View to gather information from residents on:

- Their understanding of and satisfaction to date with HOPE SF;
- Perceptions of their neighborhoods and developments;
- Safety; and
- Outlook on life

Expectations for HOPE SF

Residents are Familiar with HOPE SF

- 89% know about the revitalization and rebuilding (n=101)
- 73% have attended a revitalization meeting (n=77)

Residents have High Expectations for their Community...

- 77% believe their family will be better off in three years (n=99)
- 72% believe their community will be better off in three years (n=96)
- 70% agree that things in their community are changing for the better (n=91)
- 71% have high expectations for changes in their community (n=90)

...But have Lower Expectations for the Redevelopment Efforts

- 53% are satisfied with what is planned for future housing development (n=87)
- 50% agree redevelopment plans take into account the best interests of Hunters View residents (n=91)
- 43% feel they "have a say" in plans for how the new housing will look (n=90)

METHODS & RESPONSE RATE

LFA Group's Community Feedback Team, which included four resident field coordinators, surveyed 102 of 128 Hunters View households from October through November 2011 (an 80% response rate).

HOUSEHOLD PROFILE

- 85% of respondents have lived in San Francisco for more than 20 years
- 56% have lived at the Hunters View development for more than 15 years
- 51% have children under the age of 18 living with them

RESIDENT VOICES

It means a lot for me and my family...We want changes for the better and for the kids growing up here. We want it better for the next generation.

I was disappointed that we won't have our own washer and dryer connections. We were promised those connections and now all of a sudden they aren't doing it. And our old places have it

I hope we will be able to own our own places... Some [residents] will be buying to own and I want that. [...] I'll take a class or whatever. We're not perfect, but I want my foot in the door.

Residents' Trust in Institutions and Knowledge of Resources

Residents Have Limited Trust in the City Government

I trust the local government of San Francisco to follow through on the promises it has made to my community (n=100): 44% | 11% | 45%

I believe that local government officials in San Francisco have my community's best interests at heart (n=100): 50% | 12% | 38%

Scale: 0% — 25% — 50% — 75% — 100%

■ Disagree/Strongly Disagree ■ Neither Agree nor Disagree ■ Agree/Strongly Agree

Residents Know Where To Access Resources

- 94% agree they know where to go to apply for food stamps, unemployment, or cash assistance (n=100)
- 80% agree they know where to go if they want help from local agencies in getting job training or finding a job (n=97)

> **AREAS FOR FURTHER INQUIRY:**
>
> - *Does a general lack of trust in government affect residents' perspective and reaction to the redevelopment?*
>
> - *Residents know where to access resources; but to what extent are they actually doing so?*

Neighborhood Relationships and Safety

Residents have Ambivalent Relationships with their Communities

- 47% agree that neighbors help each other (n=99)
- 15% trust their neighbors (n=101)
- 62% report they would miss their neighbors and the neighborhood of the Bayview Hunters Point (n=102)

Safety is a Significant Concern For Residents

Primary Public Safety Concerns Among Hunters View Residents	
Shootings and Violence (n=100)	93%
People using drugs (n=94)	92%
People selling drugs (n=93)	88%
People being attacked or robbed (n=95)	80%

> **RESIDENT VOICES**
>
> *There's a lot of talking and promising, but I have to see it to believe it.*
>
> *Hopefully my kids and myself will feel more comfortable playing outside and going to the store.*

HOPE SF Resident Household Survey

Introduction

- My name is _____.

- LFA Group: *Learning for Action* works with different programs to help figure out the best way to solve problems

- HOPE SF is working to improve your public housing development & neighborhood overall

- HOPE SF will rebuild every housing unit, provide homes for current residents, and add new housing at different income levels

- We want to help HOPE SF better understand its successes and challenges

- This is your opportunity to let HOPE SF know how you feel

- Your opinion and experiences are extremely important and will help HOPE SF understand your satisfaction, experiences, and needs

- Everything is completely confidential/private

- Everything is voluntary

- The survey will be completed between the resident and the Community Feedback Facilitator

- $10 Food Co. upon completion

<div align="center">Thank you for your participation!</div>

HOPE SF Resident Household Survey

About You

Before we get started, we would like to ask you a few questions about yourself. Again, this information will be kept confidential.

1. **How long have you lived in San Francisco?** _____ years

2. **How long have you lived in this public housing?** _____ years

3. **How long have you lived in Hunter's View?** _____ years

4. **Are you the head of the household?** ☐ Yes ☐ No

5. **Do you have any children under 18 living with you?** ☐ Yes ☐ No

Feelings about the Revitalization Project at Hunters View

Next, I would like to ask you about how much you know about the revitalization projects occurring in your community overall and how satisfied you are with the changes occurring in your community.

[IDENTIFY BLUE CARD]
6. **Do you know about the revitalization and rebuilding in Hunters View?**
   ☐ Yes
   ☐ No (if *No*, proceed to Q14)

[IDENTIFY RED CARD]
7. *(If Yes)* **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.**

[READ EACH STATEMENT BELOW]	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	Declined to State
a. I think things in my community are changing for the better.	☐	☐	☐	☐	☐	☐
b. I have a say in plans for how the new housing development will look.	☐	☐	☐	☐	☐	☐
c. I am satisfied with what is planned for future housing development in my neighborhood.	☐	☐	☐	☐	☐	☐
d. I have high expectations for changes in my community due to revitalization plans.	☐	☐	☐	☐	☐	☐
e. The plans for future housing development take into account the best interests of Hunters View residents.	☐	☐	☐	☐	☐	☐

HOPE SF Resident Household Survey

[IDENTIFY BLUE CARD]
8. **Do you know about any neighborhood revitalization (or Hunters View revitalization) activities like the Monthly Revitalization meetings?**
    ☐ Yes
    ☐ No (if *No*, proceed to Q11)

9. **Have you ever attended one of those meetings?**
    ☐ Yes
    ☐ No (if *No*, proceed to Q11)

[IDENTIFY RED CARD]
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.**

[READ EACH STATEMENT BELOW]	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	Declined to State
a. The event(s) informed me of what's going on in my neighborhood	☐	☐	☐	☐	☐	☐
b. The event(s) made me feel good about plans for changes in my community.	☐	☐	☐	☐	☐	☐
c. I feel that my community has a voice in the revitalization plans.	☐	☐	☐	☐	☐	☐
d. I look forward to more monthly revitalization meetings.	☐	☐	☐	☐	☐	☐

[IDENTIFY BLUE CARD]
11. **When we ask you about revitalization and rebuilding, do you think of HOPE SF?**
    ☐ Yes
    ☐ No
    ☐ Unsure

For the next set of questions, I would like you to provide answers in your own words. [Probe the respondent for additional information if they are giving one-word responses or if answer seems unclear].

12. **What are your biggest hopes about what the revitalization and rebuilding in Hunters View will mean for you and your family?**

_____

_____

_____

HOPE SF Resident Household Survey

---

13. What are your biggest concerns about the revitalization and rebuilding in Hunters View?

_____

_____

_____

Feelings about Where You Live

Now I'm going to move away from everything happening with rebuilding, and ask you some questions about how you feel specifically, about where you live and the types of things you do here

[IDENTIFY GREEN CARD]

14. 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……

[READ EACH STATEMENT BELOW]	Not at All	A Little	Some	A Lot	Declined to State
a. …your neighbors?	☐	☐	☐	☐	☐
b. …Hunters View?	☐	☐	☐	☐	☐
c. …the neighborhood of Bayview Hunters Point?	☐	☐	☐	☐	☐
d. …the city of San Francisco?	☐	☐	☐	☐	☐

These next few questions will help me understand what activities you're involved in your community.

[IDENTIFY BLUE CARD]

15. 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.

☐ Yes ➲
☐ No (if *No,* proceed to Q21)

If yes, where did you volunteer?
☐ In Hunters View
☐ In Bayview Hunters Point, outside of Hunters View
☐ In San Francisco, outside of Bayview Hunters Point

HOPE SF Resident Household Survey

This next set of questions is trying to understand what things are like in your neighborhood. I'm going to read some statements about your community here.

[IDENTIFY RED CARD]

16. For each statement, tell me whether you strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree.

[READ EACH STATEMENT BELOW]	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	Declined to State
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.	☐	☐	☐	☐	☐	☐
b. Local agencies are effectively dealing with issues of drug and crime prevention.	☐	☐	☐	☐	☐	☐
c. I trust the local government of San Francisco to follow through on the promises it has made to my community.	☐	☐	☐	☐	☐	☐
d. I believe that local government officials in San Francisco have my community's best interests at heart.	☐	☐	☐	☐	☐	☐

Now, I'd like to find out if you feel you have the information you need in order to get any help you or your family might need.

[IDENTIFY RED CARD]

17. 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.

[READ EACH STATEMENT BELOW]	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	Declined to State
a. I know where to go if I want to do something like apply for food stamps, for unemployment, or cash assistance.	☐	☐	☐	☐	☐	☐
b. I know where to go if I want to get help from local agencies in getting job training, or finding a job.	☐	☐	☐	☐	☐	☐
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.	☐	☐	☐	☐	☐	☐
d. I know where to go if I or my children need health care.	☐	☐	☐	☐	☐	☐

HOPE SF Resident Household Survey

18. 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…

[READ EACH STATEMENT BELOW]	None close by	Yes, but they aren't any good around here	Yes, there are some good ones close by	Don't Know	Declined to State
a. …parks or playgrounds where children could play?	☐	☐	☐	☐	☐
b. …a community center or indoor recreation center?	☐	☐	☐	☐	☐
c. …a grocery store that sells healthy food?	☐	☐	☐	☐	☐

Feelings about Neighbors Working Together

The following question is trying to understand what you think of how neighbors work together in your community.

19. 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.

[READ EACH STATEMENT BELOW]	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree	Declined to State
a. In this neighborhood, we help each other.	☐	☐	☐	☐	☐	☐
b. In this neighborhood, we trust each other.	☐	☐	☐	☐	☐	☐
c. In this neighborhood, we generally get along with each other.	☐	☐	☐	☐	☐	☐
d. People in this neighborhood have no influence over what this neighborhood is like.	☐	☐	☐	☐	☐	☐
e. If there is a problem in this neighborhood, the people who live here can get it solved.	☐	☐	☐	☐	☐	☐
f. People can count on adults in this neighborhood to watch out that children are safe and don't get into trouble.	☐	☐	☐	☐	☐	☐

Now, I'd like to hear about support you are able to ask your neighbors for.

[IDENTIFY PINK CARD]

20. Not counting the people in your family, how many people in Hunters View do you know who you would…

[READ EACH STATEMENT BELOW]	None	1 or 2	3 to 5	6 to 10	More than 10	Declined to State
a. …ask for a ride somewhere?	☐	☐	☐	☐	☐	☐
b. …ask to watch your children?	☐	☐	☐	☐	☐	☐
c. …ask for information about getting a job?	☐	☐	☐	☐	☐	☐
d. …ask to borrow money from?	☐	☐	☐	☐	☐	☐

Feelings about Safety in your Community

The next question is about how safe you feel in your home and your neighborhood.

[IDENTIFY LIGHT BLUE CARD]

21. 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…

[READ EACH STATEMENT BELOW]	Very unsafe	Somewhat unsafe	Somewhat safe	Very safe	Don't know	Declined to State
a. …being alone in the parking lots, front yards, the street, or sidewalks right outside your building at night?	☐	☐	☐	☐	☐	☐
b. …being alone inside your apartment/house at night?	☐	☐	☐	☐	☐	☐

[IDENTIFY BLACK CARD]

22. Please think about the Hunters View Development and tell me if the following items are no problem at all, some problem, or a big problem.

[READ EACH STATEMENT BELOW]	No problem at all	Some problem	A big problem	Declined to State
a. People being attacked or robbed?	☐	☐	☐	☐
b. People selling drugs?	☐	☐	☐	☐
c. People using drugs?	☐	☐	☐	☐
d. Gangs?	☐	☐	☐	☐
e. Rape or other sexual attacks?	☐	☐	☐	☐
f. Shootings and violence?	☐	☐	☐	☐

Feelings about your Housing

Now I'd like us to move away from the whole neighborhood and look just at your home. These next few questions are about your feelings about your housing situation.

[IDENTIFY ORANGE CARD]

23. Overall, how satisfied are you with the apartment/house where you live now?
☐ Very Satisfied
☐ Somewhat Satisfied
☐ Somewhat Dissatisfied
☐ Very Dissatisfied
☐ Don't Know
☐ Declined to State

[IDENTIFY BROWN CARD]

24. Please tell me whether any of the following the statements are true for you.

[READ EACH QUESTION BELOW]	Yes	No	Don't Know	Declined to State
a. In the last 3 months, was there any time when all the toilets in your home were not working?	☐	☐	☐	☐
b. Have there been water leaks in your unit in the last 3 months?	☐	☐	☐	☐
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)	☐	☐	☐	☐
d. Does your unit have an exposed radiator without a cover?	☐	☐	☐	☐
e. Does your unit have cockroaches?	☐	☐	☐	☐
f. Does your unit have rats or mice?	☐	☐	☐	☐
g. Does your unit have significant problems with mold on walls or ceilings, for example in your bathroom?	☐	☐	☐	☐

HOPE SF Resident Household Survey

Feelings about your Finances

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.

[IDENTIFY BLUE CARD]

25. In the past 12 months…

	Yes	No	Declined to State
a. I was unable to pay some bills	☐	☐	☐
b. I postponed dental care	☐	☐	☐
c. I postponed medical care	☐	☐	☐
d. I was unable to pay rent	☐	☐	☐
e. I was worried that food would run out	☐	☐	☐
f. I cut the size of meals or skipped meals	☐	☐	☐
g. Food didn't last, and I didn't have money to get more	☐	☐	☐
h. I used emergency food from a church, a food pantry, or a food bank	☐	☐	☐

Your Outlook on Life

Now, I would like to know how you expect things to change for you, your family, and your community in the next few years. Please select the statement that most reflects your feelings.

[IDENTIFY WHITE CARD]

26. Compared to today, how do you feel you, your family, and your community will be three years from now?

[READ EACH STATEMENT BELOW]	Much worse off	Somewhat worse off	About the same	Somewhat better off	Much better off	Declined to State
a. **I** will be…	☐	☐	☐	☐	☐	☐
b. **My family** will be…	☐	☐	☐	☐	☐	☐
c. **My community** will be…	☐	☐	☐	☐	☐	☐

THANK YOU!

Thank you for participating in the survey. The information you shared will help us to track whether the HOPE SF redevelopment initiative is making improvements for you and your community. We know your time is very valuable and as a token of our appreciation, we would like to offer you a $10 Gift Card to Food Co.

D. Detailed Information on Participation in Workforce Programs and Services Activities

Workforce Programs	Total Number of Residents Participating (All Sites)	
	Transition-Age Youth (Ages 16-24)	Adults (Ages 25-64)
DCYF-Funded Youth Workforce Development Programs	39	--
Bridges to Success	2	--
RAMP-SF	6	--
Summer Youth Employment Program	5	--
Youth Sector Bridge	8	--
Funded Youth Programs (NEC)	3	--
Job Readiness Services	7	6
Sector Academy – Green	1	3
Sector Academy – Health	0	2
Adult Programs (NEC)	2	3
Total	**73**	**14**
Percent of Total Number of Non-Disabled, Non-Employed (TAY = 639; Adults = 790)	**11%**	**2%**

All Sites, Able-Bodied Residents, Ages 25-64 Number of Residents Participating in Service Activities		
Service Activity	**Program/Service Type**	
	Workforce Programs	**One-Stop Centers**
Assessment	4	4
Case Management / Career Counseling / Supportive Services	9	11
Job Readiness Training (Soft Skills)	0	--
Vocational Skills Training (Hard Skills)	1	--
Job Search Preparation	2	--
Job Search	0	226
Placement Services	3	--
Retention Services	0	--
Participated in Any Service	**14**	**227**
Percent of Total Number of Non-Disabled, Non-Employed Adults (Ages 25-64), All Sites (n=790)	**2%**	**29%**

Service Activity	Program/Service Type			
All Sites: Number of Residents Participating in Service Activities (Able-Bodied Residents, Ages 16-24)				
Service Activity	**DCYF-Funded Programs**	**CDGB-Funded Programs**	**WIA-Funded Programs**	**One-Stop Centers**
Assessment	--	2	--	2
Youth Assessment	--	4	--	--
Assessment and Career Exploration	14	--	--	--
Case Management / Career Counseling / Supportive Services	--	6	2	1
Youth Case Management / Career Counseling / Supportive Services	--	3	--	--
Youth Mentoring	--	--	5	--
Individual Employment Plan	--	3		--
Youth Educational Services	--	--	8	--
Job Readiness Training (Soft Skills)	--	1	--	--
Youth Job Readiness Training (Soft Skills)	21	0	--	--
Vocational Skills Training (Hard Skills)	4	0	0	--
Job Search Preparation	--	2	--	--
Youth Job Search Skills	--	3	--	--
Job Search Activities	--	--	--	40
Work Experience	6	--	2	--
Contextualized Learning	--	0		--
Youth Summer Employment	--	--	6	--
Youth Workforce Development (General)	9	--	--	--
Job Placement Services	--	3	0	--
Youth Job Placement Services	--	1	--	--
Retention Services	--	0	0	--
Youth Retention Services	--	0	--	--
Participated in Any Service	**39**	**11**	**23**	**40**
Percent of Total Number of Non-Disabled, Non-Employed Transition-Age Youth, All Sites (n=639)	**6%**	**2%**	**4%**	**6%**

E. 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.[218] Programs focusing on getting people into jobs have indeed led to higher employment rates among low-income, low-skill workers.[219] 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.[220] 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.[221] Vocational training, as part of a workforce development strategy for low-income workers, can often be "quick and dirty."[222] With research showing that longer-term, more intensive training pays off, and that increased

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[218] 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.

[219] Acs, G., and Loprest, P. 2007. *TANF Caseload Composition and Leavers Synthesis Report.* Washington DC: Administration for Children and Families.

[220] 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.

[221] 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).

[222] Osterman, P. 2006. "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy* (Washington: Urban Institute).

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.[223]

Using Community Colleges to Deliver Education and Training

The education and training that community colleges deliver is particularly associated with high rates of return.[224] Students do not need to earn an Associates 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.[225] One study of women in CalWORKS who attended community college showed dramatic earnings increases.[226] 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 with 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.[227]

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

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[223] 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.

[224] 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*. Vol 27, No. 2. 157-175.

[225] 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.

[226] Mathur, A. 2004. *From Jobs to Careers: How Community Colleges Pay off for Welfare Recipients.* Washington DC: Center for Law and Social Policy.

[227] 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).

support long-term career goals.[228] People show better outcomes when jobs are combined with training,[229] 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.[230] 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.[231]

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.[232] However, as part of the Chicago Family Case Management Demonstration, the strategy showed promise for the 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 need receiving more training and support).[233]

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."[234] If a career pathway has this high level of articulation, the system will enable workers and job-seekers to

[228] 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.

[229] 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.

[230] Bloom, H., Orr, L., Bell, S., Cave, G., Doolittle, F., Lin, W., 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.* Vol 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.

[231] Mathur, A. 2004. *From Jobs to Careers: How Community Colleges Pay off for Welfare Recipients.* Washington DC: Center for Law and Social Policy.

[232] 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.

[233] Parilla, J., and Theodos, B. 2010. *Moving "Hard to House" Residents to Work: The Role of Intensive Case Management.* Washington DC: The Urban Institute.

[234] Jenkins, D. and Spence, C. 2006. *The Career Pathways How-To Guide.* New York: Workforce Strategy Center.

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.[235]

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.[236] This finding is supported by a large-scale random assignment study of twelve career advancement programs. Only three of these twelve 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 employers' job openings.[237] 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).[238]

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.[239] A rigorous random assignment study that Public/Private Ventures carried out has demonstrated the effectiveness of the sectoral approach.[240]

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 aligns well with a sectoral strategy. In

[235] Osterman, P. 2006. "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy* (Washington: Urban Institute).

[236] Osterman, P. 2006. "Employment and Training Policies: New Directions for Less Skilled Adults." In *Workforce Policies for a Changing Economy (*Washington: Urban Institute).

[237] 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.

[238] 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.

[239]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).

[240] 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.

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.[241]

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 that 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.[242]

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.[243] 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.[244]

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.[245]

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[241] Albrecht, B. 2011. "Growing the Economy by Up-Skilling the American Worker." *Source: Techniques for Connecting Education and Careers.* November 2011: 16-19.

[242] Jobs for the Future. 2004. *Breaking Through: Helping Low-Skilled Adults Succeed in College and Careers.* Boston: Jobs for the Future.

[243] Bloom, H., Riccio, J., Verma, N., and Walter, J. 2005. *Promoting Work in Public Housing: The Effetiveness 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*. Vol 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.

[244] 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.

[245] 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* Vol 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,* Vol 87, No 2: 227-249.

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.[246] 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.[247]

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[246] Grogger, Jeffrey. 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 (2): 394-408.; Holt, S. 2006. *The Earned Income Tax Credit at Age 30: What we Know.* Washington DC: The Brookings Institution.

[247] 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.