

Serving Public Housing Residents in San Francisco

Recommendations to Support HOPE SF and Beyond

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Executive Summary

San Francisco's public housing developments house only 9,700 of the more than 800,000 people that call San Francisco home. But public housing represents a concentration of the most low-income, vulnerable individuals and families in the city. This report presents recommendations that complement, refine and expand on the HOPE SF Services Plan to improve outreach and coordination of services in family public housing developments across the City. It draws on three main sources of information: a new and extensive administrative dataset, interviews with key stakeholders and feedback from community-based organizations.

Key Demographic Findings

While there are more than 3,000 children in family public housing, the children are concentrated in 55% of the households. Nearly half of the adult population in family public housing lives in households with no children. A surprise to some of the City agencies that serve public housing residents, these demographics have important implications for service delivery.

In addition, a sizable but unknown number of residents live at the developments that are not officially on the lease. To better quantify and understand the off-lease population at one particular development, Sunnydale, addresses from records of public benefits enrollment were compared to the official list of residents. **The off-lease population at Sunnydale was found to be sizable – representing a 34% increase in the number of residents living on-site – and demographically diverse.** It was, on the whole, more male and had more young adults and infants than the on-lease population. Further research is still needed to understand the off-lease population at Sunnydale and at other developments.

Serving Households with Children in Family Public Housing

Families with children in public housing were well connected to the safety net in San Francisco but continue to have high-levels of need. The high level of connection suggests there are opportunities for building on existing relationships to improve outcomes for families and children, as opposed to a need for new outreach efforts.

Families in public housing had a strong connection to the public benefits system and some connection to employment services, but low rates of employment. Children in public housing had high levels of system-involvement and struggle to perform in school, but many children in public housing were connected to nonprofits and City-funded programming afterschool and in the summer, particularly when the programming is connected to a school.

These findings have several implications for serving public housing residents. City service providers should:

- Leverage neighborhood family resource centers to serve young families and deepen partnerships with schools to provide families with teens and older children with additional services.
- Target subsidized, transitional and supportive employment programs towards public housing residents by using new funds raised by the Campaign for HOPE SF, set aside slots in HSA and OEWD managed programs, and contract goals within existing grant

funding to reach public housing residents. Consider locating employment services on-site.

- Leverage current outreach efforts around public benefits, which appear sufficient to reach households with children in public housing, to increase access to self-sufficiency services.

Serving Households without Children in Family Public Housing

The significant numbers of seniors, people with disabilities, and adults without children in the home in family public housing suggest a need for additional assessment and outreach to meet the different needs of these residents. Households without children were still well connected to cash benefits, but with higher rates of SSI receipt. After taking into account the high proportion of adults on SSI, employment rates among adults in households without children are similar to those adults in households with children, but their connection to employment services is weaker.

These findings have several implications for serving public housing residents. City service providers should:

- Take advantage of additional outreach to this population as part of the planned expansion of Medi-Cal coverage to low-income, single adults to connect these adults to the available employment and health services.
- In HOPE SF service plans, articulate separate goals for those who are aging and for people with disabilities in recognition that not all adults in public housing will achieve self-sufficiency in the near term.

Shared Service Delivery Challenges

Interviews with and a survey of service providers revealed that public housing residents present distinct challenges for service delivery relative to other low-income San Franciscans. Limited transportation options and criminal activity in and around the developments make it difficult to deliver services to those in public housing. Both public and private services providers also have difficulty building trust with residents – a problem often compounded by the difficulty of recruiting and retaining trusted staff. There is also poor understanding of Housing Authority policies among the social and human service providers that work with public housing residents.

These findings have several implications for serving public housing residents. City service providers should:

- Address safety and transportation challenges explicitly in service planning efforts, particularly for the HOPE SF initiative, and bring together service providers who work in the same developments or neighborhoods to cooperate on these issues.
- Develop regular, joint outreach efforts on-site at developments and support groups for on-the-ground workers in addition to continuing to refine the Service Connection model at HOPE SF sites.
- Institutionalize a simple, concrete mechanism for ensuring all those working on the ground in the development, including police officers, property managers and nonprofit outreach workers, can respond to the most common referral requests from residents.

I. Introduction and Motivation: Service Delivery and Service Needs in San Francisco's Family Public Housing

Understanding the Reach of Programs in a High-Need Population

San Francisco's public housing developments house 9,700 residents in 5,000 apartments – just 1% of residents in a city of more than 800,000 people. But public housing concentrates some of the most low-income, vulnerable individuals and families in the city. While the median income for households with children in San Francisco is more than \$85,600, in public housing, the median household income for families is about \$12,000 a year. San Francisco has only 6,065 households with children with annual incomes less than \$20,000; 20% of those families (1,262) live in public housing.¹

San Francisco has struggled to improve outcomes for families in public housing, many of whom face significant barriers to reaching self-sufficiency and improving their lives. With its highly competitive housing and labor markets, San Francisco is a difficult place for families in poverty to move up the economic ladder. Poverty in public housing is often multi-generational; in a recent survey at one development, 56% of residents had lived there for more than 15 years.² In addition, as the HOPE SF Service Connection Plan for public housing notes, “Despite the array of services already available to low-income San Franciscans, many of the residents [in public housing]... lack the support and resources they need to connect with and successfully participate in these programs.”³ Public housing residents often face challenges to even participating in programs because of limited transportation, low educational attainment, and chronic health conditions.

It is clear that the constellation of public benefits and social service programs available to families in public housing in San Francisco has not yet achieved a transformational impact on many of their lives. There has, until now, been some uncertainty about how much of the failure to achieve better outcomes for public housing was due to a failure to connect families in public housing to the available resources as opposed to difficulties in achieving success once they were engaged. This report directly addresses the connection of families to available resources with a detailed analysis of administrative data on their level of interaction with a variety of programs and services. Then, drawing on this new information, it turns to a broader picture of service delivery in public housing.

With the redevelopment of several of the largest developments into mixed-income communities through the HOPE SF initiative, change is coming to public housing communities. The City and County of San Francisco is investing millions of its own dollars in the physical redevelopment through HOPE SF. To succeed in the initiative's goals of not displacing residents and in building better lives for them, HOPE SF must also address residents'

¹ Author's calculation done based on data from the San Francisco Housing Authority on incomes of residents and data from the U.S. Census Bureau's American Community Survey, 2008-2010 drawn from IPUMS-USA: Steven Ruggles, et. al., *Integrated Public Use Microdata Series: Version 5.0*, Minneapolis: University of Minnesota, 2010.

² LFA Group, *HOPE SF: Hunter's View Baseline Survey*, Fall 2011.

³ HOPE SF, *HOPE SF: City and County of San Francisco Service Connection Plan*, January 2009. p. 18.

service needs. This report presents recommendations that complement, refine and expand on the HOPE SF Services Plan to improve outreach and coordination of services in family public housing developments across the city.

For the developments that are part of HOPE SF, this is an opportune moment to think about modifications to the services plan as a result of both lessons from the early services implementation efforts at Hunters View and the funding challenges that will delay the physical redevelopment. For developments not part of HOPE SF, opportunities exist to improve outcomes for residents by coordinating and improving service delivery to those sites as well. The concentration of so many of San Francisco's poor and vulnerable families in public housing presents a challenge as well as an opportunity to bring together the City's resources to improve the lives of these families.

Organization of the Report

The rest of the report is organized as follows:

- Section II. provides a brief overview of recent national and local efforts to improve services for public housing residents
- Section III. reviews the sources of data and the research methodology for the report
- Section IV. summarizes the key findings about the population in public housing that motivate the rest of the report
- Section V. details the criteria for developing and evaluation recommendations
- Section VI., Section VII., and Section VIII. provide the results of the analysis and the recommendations that flow from it
- Section IX. offers some concluding thoughts

II. Increased Collaboration around Service Delivery in Public Housing

Serving Public Housing Residents: Recent Innovations

The last twenty years have seen significant efforts across the country to transform the nation's public housing, largely as a result of HOPE VI. HOPE VI, which stands for Housing Opportunities for People Everywhere, provided billions of dollars from 1992 to 2007 to housing authorities across the country to tear down and rebuild distressed public housing. During that time period, there were several promising efforts to improve the human and social services delivered to public housing residents. Two of those efforts are highlighted below.

The Chicago Family Case Management Demonstration

No city was more ambitious in tearing down and reconstructing its public housing than Chicago. In the early years of its *Plan for Transformation*, which lasted from 1999 to 2009, the Chicago Housing Authority used a “service connector” program to provide case management and referrals designed to help move families into mixed-income communities. But the model proved insufficient in tackling the challenges of “hard to house” families. Research by the Urban Institute in 2005 identified a large number of families left in housing who “faced numerous, complex barriers to moving toward self-sufficiency or even sustaining stable housing, including serious physical and mental health problems, weak (or nonexistent) employment histories and limited work skills, very low literacy levels, drug and alcohol abuse, family members’ criminal histories, and serious credit problems.”⁴ The Chicago Housing Authority needed a different model for serving these families.

The Chicago Family Case Management Demonstration, which ran from March 2007 to March 2010, worked with “hard to house” families to provide intensive case management and support as those residents were relocated from two distressed housing developments.⁵ The project provided one case manager for 25 residents – compared to Chicago’s normal standard of one case manager to 50 residents – as well as an on-site clinical social worker and a transitional jobs program. The increased case management support more than tripled costs from \$900 to \$2,900 a year per resident, although it was still a modest investment.

According to an evaluation by the Urban Institute in 2009, participants in the case management project reported gains in health, employment, and neighborhood conditions as well as reduced levels of fear and anxiety. There were limited gains for youth and children, however, since service delivery focused primarily on engaging adults in the workforce. In addition, while employment increased, wages and income were flat and enrollment in public benefits unchanged. While the program showed that services to for the “hard to house” public housing could be improved, it also showed the depth of the challenge in serving this population.

⁴ Susan J. Popkin, Brett Theodos, Liza Getsinger, and Joe Parilla. *Supporting Vulnerable Public Housing Families: An Overview of the Chicago Family Case Management Demonstration*. December 2009, Urban Institute, <http://www.urban.org/UploadedPDF/412254-Chicago-Family-Case-Management-Demonstration.pdf>. p.2

⁵ See footnote 4.

Jobs-Plus

The Jobs-Plus Community Revitalization Initiative for Public Housing Families tested a model for engaging public housing residents in work in six cities (Baltimore, Chattanooga, Dayton, Los Angeles, St. Paul and Seattle) from 2000 to 2003. Evaluated by MDRC, the Job-Plus programs combined three key elements: on-site employment assistance, financial incentives to work in the form of flat, below-market rents, and “neighbor-to-neighbor” outreach.⁶ It required formal cooperation from the public housing authority, the local welfare office, the Workforce Investment Act administrator, and residents. The program ran successfully at three of the six sites for the full-time of the evaluation: Dayton, Los Angeles and St. Paul.⁷ Participants in the program at all three sites produced significant earnings gains and the gains were sustained for years after the program ended. The average earnings of residents at sites with Job-Plus increased by \$1,300 per year over the follow-up period relative to a comparison group of residents. Gains in employment rates were limited and not statistically significant, however.

A guide produced with lessons from the Jobs-Plus program includes a great deal of relevant advice on how to connect public housing residents to jobs and on how to coordinate the services needed to move them to work. Among the relevant highlights:

- Providing services on-site to residents allowed staff to get to know residents informally, overcoming some of the barriers to successful outreach.⁸
- The program emphasized quick connections to transitional jobs, rather than to training and education, which engaged residents more deeply.
- It served as an on-site feeder for local One Stop Centers, but provided more intensive follow-up and monitoring than staff at the One Stop could normally do.
- It was important to engage residents, but not at the expense of a focus on jobs and on accountability of the professional Jobs-Plus staff. Hiring and training a small group of residents to conduct outreach and communicate back concerns about the program proved the most successful way to engage the community in supporting the work.

These strategies helped make Jobs-Plus successful at bolstering residents’ earnings over a considerable period of time.

Serving Public Housing Residents in San Francisco: 2005 to Today

Since 2005, the City and County of San Francisco has engaged in a series of efforts targeting residents of the Southeast sector of San Francisco and, in particular, the residents of its family public housing in those neighborhoods. A study by the Human Services Agency in 2005 found that families involved in child welfare, child mental health, and juvenile probation were concentrated around seven street corners – six of which were located near public housing

⁶ James Riccio, *Sustained Earnings Gains for Residents in a Public Housing Jobs Program: Seven-Year Findings from the Jobs-Plus Demonstration*, MDRC, 2010. p. 2- 3

⁷ Two sites (Baltimore and Chattanooga) never implemented the work incentives and had other priorities that prevented them from fully implementing the program. Seattle implemented the program, but HOPE VI began midway through and substantially disrupted service delivery.

⁸ Susan Blank and Donna Wharton-Fields with Susan Neuffer. *Helping Public Housing Residents Find and Keep Jobs: A Guide for Practitioners Based on the Jobs-Plus Demonstration*, MDRC, December 2008, <http://www.mdrc.org/publications/506/full.pdf>. p 38-39

developments. The research suggested that concentrating on the relatively small number of families in these developments (2,800 families with 5,800 children) could yield a significant transformation in outcomes for the City's families that are involved with these systems of care.

Inspired in part by this research as well as by a survey showing that residents in the surrounding neighborhoods felt the City government was unresponsive to their needs, former Mayor Gavin Newsom launched an initiative called Communities of Opportunity (COO) that sought to improve outcomes for families in the Bayview Hunters Point neighborhood. The initiative, which lasted from 2006 to 2011, concentrated its efforts on the areas immediately surrounding four of the public housing developments that had been identified in the street corner study.

COO aimed to coordinate City resources across departments, to draw in new philanthropic investments to improve the lives of vulnerable families, and to empower residents to engage with these stakeholders. While the initiative had notable successes, especially in engaging residents and in building relationships among stakeholders, a recent report concluded that: "Most stakeholders supported COO's vision, but were less clear about how this vision translated into clear goals and action steps."⁹ The initiative ended in 2011.

HOPE SF, which also began in 2007 and which continues today, aims to rebuild eight of the most distressed public housing developments in San Francisco using local funding. The developments will be replaced with mixed-income housing at a higher density, which will allow for one-to-one replacement of public housing and for not displacing residents during the redevelopment. This is a unique commitment to mitigate the displacement and gentrification that have categorized much of the HOPE VI efforts.¹⁰ Construction is underway at one of the developments (Hunters View) and planning efforts have begun at four additional developments (Alice Griffith, Sunnyside, and Potrero Terrace and Annex).

HOPE SF Services Plan

In addition to the physical redevelopment, HOPE SF includes works by an interagency group to collaborate in connecting the families that live in public housing to the services they need before, during, and after the physical redevelopment of the HOPE SF sites. Many of the residents in HOPE SF sites receive or are eligible to receive public benefits and City-funded or City-run services aimed at alleviating poverty. The development and implementation of the HOPE SF Services plan is overseen by the HOPE SF City Services Team, a group of deputy-level staff from the partner agencies, that meets monthly as well as by an Oversight Committee comprised of the agency directors that meets periodically.

The original *HOPE SF Service Connection Plan*, written in early 2009, reflected four goals for the residents living in HOPE SF developments:

- All HOPE SF residents are connected to the services identified as being needed.

⁹ Harder+Company. *The Good, the Bad, and the Future: Lessons from San Francisco's Communities of Opportunity Initiative*. February 21, 2012. Prepared for the San Francisco Mayor's Office.

¹⁰ For an overview of HOPE VI and its impact, see: Susan Popkin, Bruce Katz, Mary K. Cunningham, Karen D. Brown, Jeremy Gustafson, and Margery A. Turner. *A Decade of HOPE VI: Research Findings and Policy Challenges*, May 2004, Urban Institute, <http://www.urban.org/url.cfm?ID=411002>.

- All HOPE SF residents who are interested in employment are engaged in career preparation and/or job placement activities.
- Children and youth at HOPE SF sites are succeeding in and out of school.
- Some HOPE SF residents are able to take advantage of homeownership opportunities in the new development.

To meet these goals, HOPE SF proposed to add a layer of case management services known as Service Connection that would connect HOPE SF residents to a variety of existing support services throughout the City. The Service Connection model, which draws on successful efforts in Chicago and Atlanta’s public housing, is detailed below. In addition, the initiative funds community-building efforts on site at each development to ensure residents have a voice in the redevelopment process.

The collaborative partners within the City engaged in HOPE SF provide a wide range of services. They include:

- *San Francisco Housing Authority (SFHA)*, which owns and manages the public housing stock.
- *Mayor’s Office of Housing (MOH)*, which oversees the HOPE SF redevelopment efforts as well as community development block grant funding of public services.
- *Human Services Agency (HSA)*, which administers CalWORKs, CalFresh (food stamps), Medi-Cal, the County Adult Assistance Program (CAAP), and childcare subsidies as well as providing child welfare, senior, and employment services.
- *Office of Economic and Workforce Development (OEWD)*, which administers Workforce Investment Act dollars support workforce training and connection to employment.
- *First Five*, which supports the City’s Preschool for All initiative that makes free, universal preschool available to all four-year olds in San Francisco.
- *San Francisco Unified School District (SFUSD)*, which operates the public schools and also partners with agencies to bring after-school, summer programming, and community resources to children and families.
- *Department of Children, Youth, and Families (DCYF)*, which provides grant funding a variety of community organizations that serve children and young adults.
- *Department of Public Health (DPH)*, which provides health services through the City’s public hospital, primary care clinics, and a network of mental health and substance abuse service providers.

Beyond the providers of human and social services, the City’s public safety departments play an important part in addressing the community violence and safety concerns that can impede service delivery. These agencies also work directly with system-involved families. While less directly engaged with HOPE SF Service planning, they nonetheless play a role in providing services to residents. They are the:

- *San Francisco Police Department (SFPD)*, which – in addition to its responsibilities for protecting citizens across the City – also has a contract with the San Francisco Housing Authority to provide security support at public housing sites and has outstations the larger housing development.
- *Department of Adult Probation (APD) and the Department of Juvenile Probation (JPD)* which work with those on probation to protect the community, reduce crime, and empower probationers to become law-abiding citizens.

Finally, through contracts and grants from the City, a variety of community-based organizations deliver services on the ground in the community. These organizations play an important role in providing the capacity to serve families. The city-funded services provided by nonprofit organizations to public housing residents include: workforce development and job training, early childhood education, afterschool and summer enrichment activities for youth, mental health and behavioral health counseling, family support, referrals to public benefit programs, and violence prevention and intervention.

HOPE SF Service Connection Model

The HOPE SF Services plan, developed in 2009 and launched with a pilot initiative at Hunters View, adds a layer of on-site case management services to the existing resources for public housing residents. Service Connectors are hired through outside, nonprofit contractors. They work on-site alongside Community Builders, who are hired by the development companies that are spearheading the physical redevelopment. The Community Builders are responsible for working to bring together residents to have input on the redeveloped site and to advocate for neighborhood concerns, while the Service Connectors focus on the individuals and families at the development.

Under the model, Service Connectors have responsibility for reaching out to and conducting needs assessments with all residents in the housing development. They then link residents to services, building a case plan for all high-need families that are not already engaged with legally mandated case management in the child welfare or juvenile probation system. The Service Connectors then make referrals to community or City services for other families. They are also responsible for supporting residents in executing the plans. This includes monitoring residents' progress and providing support to them by, for example, coordinating transportation.

As of yet, there are no plans to implement Service Connection beyond the HOPE SF sites.

III. Sources of Data and Methodology

This report draws on three main sources of information: a new and extensive administrative dataset, interviews with key stakeholders, and feedback from community-based organizations, including an online survey about the challenges of serving public housing residents. This section provides an overview of each source and its limitations.

Administrative Dataset

This report makes extensive use of a new administrative dataset that details the extent to which public housing residents receive benefits and services from the various governmental departments engaged in HOPE SF and from community-based organizations funded by government agencies to provide services. As a result of a set of Memorandums of Understanding between the partner agencies that allowed for the sharing of individual-level data, the dataset contains an unprecedented amount of individual-level detail about service connection and usage by public housing residents. An outside firm, LFA – Learning for Action, will use a de-identified version of the dataset as part of the evaluation of HOPE SF.

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. Details of the datasets used, the process of matching each dataset in to the master dataset, and the particular limitations of each dataset are included in Appendix A.

A few challenges and limitations of this dataset merit a more detailed discussion upfront as context for interpreting the results presented in this report.

- **The dataset cannot address concerns about off-lease residents.**

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.

To gain insight into the magnitude of this challenge, as well as into the demographics of the “off-lease” population, a second analysis was done to identify residents registered for public benefits with an address at Sunnysdale but who are not listed on the lease. Details of the case study, contained in Section IV, provide some insight into the size and demographics of this population at one site. For the majority of the report, however, residents refer only to those in the master list and, therefore, on lease.

- **The matching process used to construct the dataset undercounts the number of program recipients from most programs.**

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 (see Appendix A. for details of the matching process).

There are some general principles to guide thinking about each dataset based on its source. Data from programs that provide direct financial benefits for the client usually has 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.

Data quality varies even within datasets in some cases. 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.

In addition to incomplete or inaccurate information reported by the program provider, clients do not always report the same information when asked the same question in a different context. To give one example, a review of potential matches of the master list to the DCYF list of clients using the probabilistic matching software suggested some systematic differences in the names children use with community organizations and the legal name that appears on the Housing Authority list. These systematic differences were:

- 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 first 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.

Given this, the results for race and ethnicity in the match to DCYF data should be interpreted cautiously. Similar issues likely appear in all the data from community providers.

- **Race and ethnicity definitions vary from system to system.**

Different agencies and programs rely on different definitions and methodologies for determining a client's racial and ethnic identity. Both for consistency and completeness, the report relies on a constructed race and ethnicity variable using the data from the Housing Authority.¹¹ As such, other programs should be cautious when comparing the race and ethnicity demographics presented here to the race and ethnicity data kept by their program. Where differences in definition seemed significant, they have been noted, but in general caution should be used in comparing race and ethnicity data across datasets.

Interviews with Stakeholders

A series of interviews with stakeholders in public housing provided deeper insight into service delivery in public housing. The diverse set of interviewees included police officers that serve in the housing liaison unit, directors of public sector workforce and child welfare programs, and researchers with expertise in service delivery in public housing and in San Francisco. The full list is included in Appendix B. and along with a list of sample interview questions in Appendix C. In addition to the interviews, the report incorporates feedback from a series of presentations of the early results to the deputy directors and program managers of City agencies who contributed data to the administrative dataset.

Note that one important group – the residents themselves – does not have a direct voice in this research. To avoid duplicating efforts, it was decided to leave research with the residents themselves to the ongoing work HOPE SF is doing as part of its community building and evaluation efforts. A recent door-to-door survey of residents at Hunters View and a forthcoming door-to-door survey of residents at Alice Griffith provide an important supplement to the views reflected by other stakeholders in this paper.

Feedback from Community-Based Organizations

Finally, a brief online survey e-mailed to the executive directors of community-based organizations that serve public housing residents through City-funded contracts provided an additional opportunity to learn about the challenges of serving public housing residents. Not meant to be a representative sample of organizations, the survey offered an added source of feedback on potential recommendations and placed the information from the interviews in a broader context. The survey garnered 20 completed responses that provided some additional context to the in-depth interviews. The survey questions are available in Appendix D.

¹¹ The constructed race and ethnicity variable made residents' responses to the Housing Authority's questions about race and ethnicity into mutually exclusive categories. 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 "multi" racial.

IV. Who Lives in Family Public Housing

The family public housing managed by the San Francisco Housing Authority officially houses 7,364 people in 13 developments spread across the city (see Table 1). The Housing Authority also manages housing developments for seniors and persons with disabilities. About 2,300 people live in these developments and 70% of them are aged 60 or older. Given the distinct needs of residents in these developments, this report focuses on family public housing.¹²

Family Public Housing Developments in San Francisco: 7,300+ people in 13 developments

ALEMANY (365)	POTRERO ANNEX (366)
ALICE GRIFFITH (697)	POTRERO TERRACE (914)
HOLLY COURTS (214)	ROBERT B PITTS (565)
HUNTERS POINT (505)	SUNNYDALE (1,725)
HUNTERS VIEW (329)	WESTBROOK APTS (673)
PING YUEN (455)	WESTSIDE COURT (229)
PING YUEN NORTH (336)	

Table 1. Family Public Housing Developments

An unknown number of additional community members may reside off-lease in public housing, making the official numbers a lower bound estimate of the number of people actually living at the developments.¹³ This section provides an overview of the demographics of residents who are on-lease in the family developments as well as an attempt to quantify and describe the off-lease population at the largest development, Sunnydale.

Demographics of Family Public Housing: Many Children, but also Many Households without Children

The demographics of those in public housing look quite different from the population in San Francisco generally. Women comprise 72% of adults – defined as all those 18 or older – in family public housing. The results are even more skewed when you consider only those adults in households with children (78% female). Nearly 80% of homes in family public housing have a female head of household, including 86% of those with children.

Public housing also has disproportionately more African Americans than the rest of the city. While African Americans are just 6% of San Franciscans, they are 42% of residents in family public housing (see Figure 3).¹⁴ In particular, **the 1,515 African American children in public**

¹² The administrative dataset, however, allows for further examination of access to services for those individuals who live in housing for seniors and persons with disabilities. A follow-up report will provide more detail on this population.

¹³ There are also an unknown number of residents who are on-lease but sublet their apartment (in violation of their lease agreement) and live elsewhere. The evidence suggests this is a smaller number than the number of off-lease residents, since most of those residents who are on-lease and receiving benefits appear to be using their public housing address to receive benefits.

¹⁴ U.S. Census Bureau, *State and County QuickFacts: San Francisco County*, 31 January 2012, <http://quickfacts.census.gov/qfd/states/06/06075.html>.

housing now comprise 19% of the city’s African American children.¹⁵ There are fewer people who identify as white, non-Hispanic (20% in public housing compared to 42% citywide) and Asian (15% compared to 33% citywide). There is also a sizable Samoan community within family public housing, which contributes to the presence of a larger Pacific Islander community in public housing (6% of residents compared to 0.4%) than exists citywide.

41% of Residents are Children

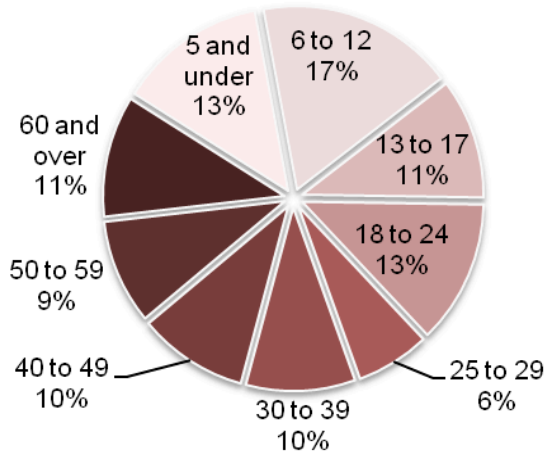


Figure 2. Ages of Residents

42% of Residents are African American

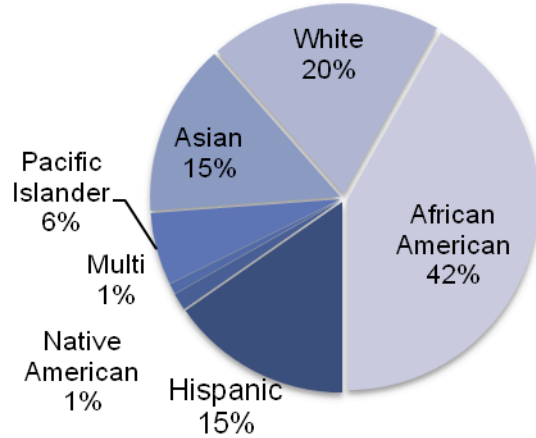


Figure 3. Race and Ethnicity of Residents

While there are more than 3,000 children in family public housing, the children are concentrated in 55% of the households. As a result, nearly half of the adult population in family public housing lives in households with no children (see Figure 4). Children are still much more prevalent in public housing than in the city at large: children under age 18 are 41% of public housing residents compared to 13% of San Franciscans (see Figure 2).¹⁶ But the presence of a large number of households without children within family public housing has important implications for the design of services. Eligibility for many programs in the safety net – including CalWORKs and Medi-Cal – depends on having children under age 18 or being elderly as well

Adults are Divided Between Households with and without Children

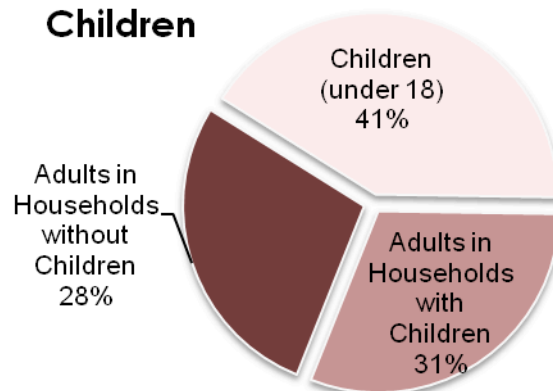


Figure 4. Adults in Households with and without Children

¹⁵ There are 8,120 African American children in San Francisco according to 2010 Census data. California State Data Center, Department of Finance, *Census 2010*, 2011, http://www.dof.ca.gov/research/demographic/state_census_data_center/census_2010/.

¹⁶ See footnote 14.

as being low-income.

Adults in public housing have less education and lower rates of employment than adults citywide. Citywide, 86% of adults over 25 have a high school diploma and a majority of adults (51%) have a Bachelor’s degree.¹⁷ The available data on those in public housing suggests that 30% of adults over age lack a high school degree and less than 10% have a college degree.¹⁸ Only a third of working-aged adults (18 to 64) in public housing reported income from wages, their own business, or unemployment insurance in the prior year. The median income for a household in public housing is less than \$11,000; citywide it is more than \$71,300.¹⁹ Just 5% of households in family public housing report an annual income of more than \$35,000 dollars.

Most of the rest of the analysis focuses on the on-lease population by dividing it into two groups: households with children and households without children. These two groups have distinct features in terms of their demographics and their service needs that merit further exploration. It is worth noting now that these two groups are present in different proportions in different developments. Ping Yuen in Chinatown, Westside Court, and Holly Courts all have significant portions of their population in households without children. Alice Griffith, Potrero Annex, and Westbrook apartments, on the other hand, have relatively few households without children.

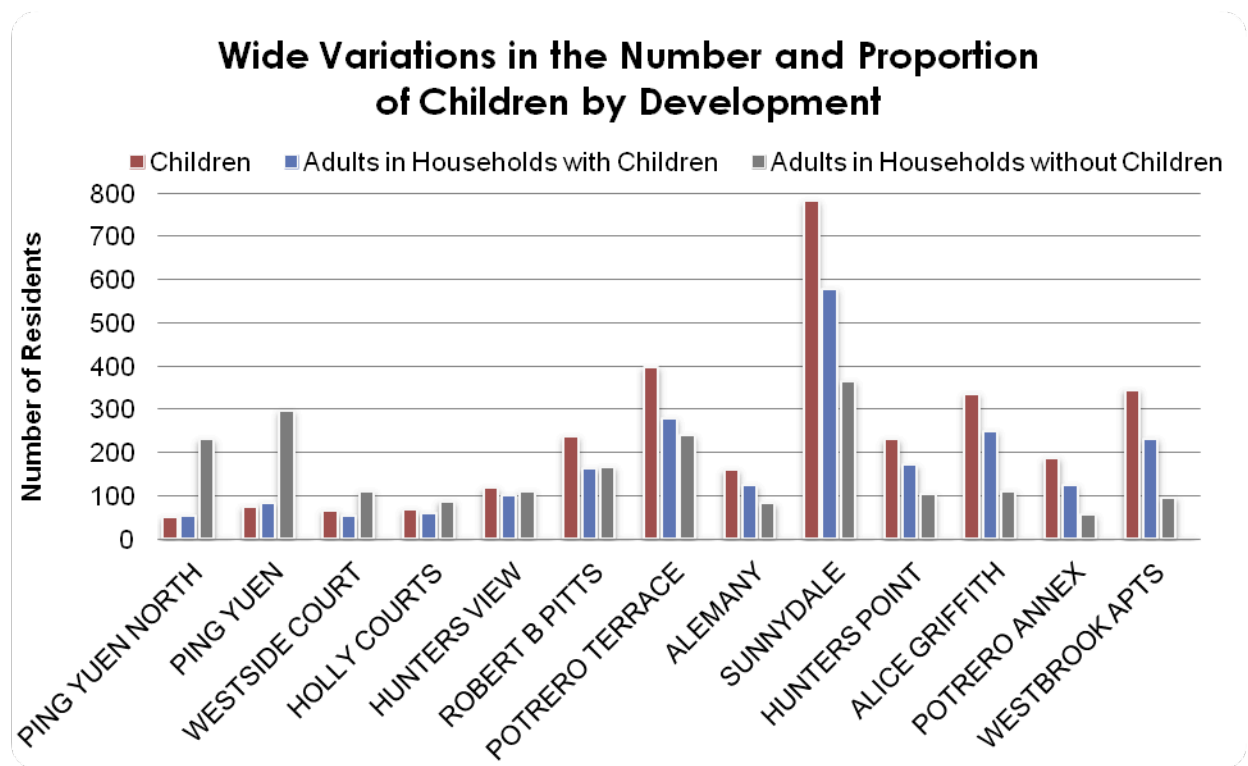


Figure 5. Number of Children and Adults by Development

¹⁷ See footnote 14.

¹⁸ The figures on adult education are based on the data reported when residents visited One Stop Career Centers managed by the Human Services Agency. This is not representative of all adults in public housing, as it likely excludes both the most accomplished (who are already employed) and the least accomplished (who are unable to seek employment).

¹⁹ See footnote 14.

The Off-Lease Population at Sunnydale

- **A sizable but unknown number of residents live at the developments but are off the lease.**

The Housing Authority and the partner organizations that work in the community recognize that a substantial number of people living at some of the public housing developments are not officially on the lease. While this violates tenants' rental agreements with the Housing Authority and represents grounds for eviction if discovered, anecdotal evidence suggests that there may be a sizable "hidden" population on site.

The high number of off-lease residents, which occurs in other public housing systems, results from several on-the-ground realities.²⁰ One is that it is difficult to enforce the lease policy because doing so requires proving someone is an unregistered, permanent resident rather than a legitimate, temporary guest of the leaseholder. Some off-the-lease residents are mostly administrative oversights by the on-lease residents. Infants, for example, may not be added on to the lease until the family recertifies during its annual eligibility screening, even though they should be added soon after birth. Similarly, leaseholders may not add occupants to the lease because they did not expect a relative to stay as long as they did or do not understand the process of adding occupants.

On the other hand, leaseholders may purposely not add the off-lease residents in their units because they are illegally subletting a room to receive additional income. Leaseholders may also fear the occupants would fail to meet eligibility criteria. Individuals who must register as sex offenders, for example, cannot be on a lease in public housing and all those with recent criminal convictions are subject to a case-by-case review by the Housing Authority.²¹ There are also financial disincentives to adding someone officially to the lease. Since many residents have a rent based on their income, adding an adult with income to the lease may increase their rent. Some households choose to run the risk of being discovered in exchange for the extra income.

Different agencies respond to off-lease residents in different ways. Most service providers choose to serve those who are there, regardless of their official status. At least one public benefits program – the County Adult Assistance Program – has a policy for dealing with off-lease residents. While the problem does not occur frequently, occasionally people seeking benefits claim residence in a public housing unit where they are not officially on the lease. To prove their residency, the program requires a copy of the official lease and, if the applicant is not listed on the lease, *a statement from the leaseholder stating that the applicant resides there.*

²⁰ There is some evidence that this occurs elsewhere. An interview with a former staff member of the Marin Housing Authority noted that they had struggled with the presence of off-lease residents in their developments. Research on rebuilding housing developments in Atlanta and Chicago also mentions off-lease residents in other cities. See: Howard Husock, "Atlanta's Public Housing Revitalization," *City Journal* 20, no. 4 (Autumn 2010), http://www.city-journal.org/2010/20_4_atlanta-public-housing.html. & Sudhi Venkatesh, *The Robert Taylor Homes Relocation Study*, Center for Urban Research and Policy, September 2002, http://www.curp.columbia.edu/publications2/robert_taylor.pdf (which found that the off-the-lease population ballooned to 44% of the population on-site in the months before the development was re-built).

²¹ San Francisco Housing Authority, *Admissions and Continued Occupancy Policy*, 2011, <http://www.sfha.org/Policies-Page.html>. Section 4.0 discusses the policy for past criminal convictions.

Typically the statement reflects that the leaseholder is charging a rent of as much as \$300 a month, which may be more than the Housing Authority receives for the unit. The leaseholder appears to be renting the space as a source of additional income.

The San Francisco Police Department (SFPD), which provides patrols to the developments through a contract with the Housing Authority, has an enforcement stance in its interactions with off-lease residents. The SFPD keeps a copy of the official list of residents. If an adult detained at a development claims residency there, the police check the resident against the official list. The police then issue Housing Authority citations to the leaseholders if an individual claims residency that is not on the lease. The police do not check the lease status of juveniles, however.

- **To better quantify and understand the off-lease population at Sunnydale, addresses at Sunnydale on records of public benefits enrollment were compared to the official list of residents.**

Little research has quantified this population in San Francisco or elsewhere. But understanding the size, scale, and demographics of this population is critical for both HOPE SF planning and service planning more generally. A significant number of the actual residents are unknown and may not be eligible to move into the rebuilt developments, which means redevelopment of the site potentially threatens their housing. Additionally, services designed to meet the needs of all residents regardless of lease status, but based only on information about the on-lease population may fail to be large enough in scale or targeted appropriately if the off-lease population is significant and different from the on-lease population.

To gain a better sense of the size and demographics of the off-lease population, a case study of Sunnydale was done by comparing the list of those officially on the lease and receiving public benefits to those not on the master list but who used an address from Sunnydale to claim public benefits through the Medi-Cal or Food Stamp programs.

Medi-Cal Recipients On-Lease or Using an Address at Sunnydale (June 2011)

Non-Assistance Food Stamps Recipients On-Lease or Using an Address at Sunnydale (June 2011)

<i>Master List</i>	700 units
Residents on-lease	1,725
Matched to Medi-Cal List	1,120
<i>Match on Address</i>	
Address at Sunnydale	1,458
Address at Sunnydale, On-lease	1,011
Address at Sunnydale, Off-lease	447
On-lease at Sunnydale, but address not at Sunnydale	109

<i>Master List</i>	700 units
Residents on-lease	1,725
Matched to Food Stamps	351
<i>Match on Address</i>	
Address at Sunnydale	551
Address at Sunnydale, On-lease	337
Address at Sunnydale, Off-lease	214
On-lease at Sunnydale, but address not at Sunnydale	14

Table 6. Medi-Cal Recipients at Sunnydale

Table 7. Food Stamps Recipients at Sunnydale

The largest public benefits program administered by San Francisco is Medi-Cal. More than 60% of Sunnydale's on-lease residents received Medi-Cal benefits in June 2011. Using the addresses of residents at the development, 1,458 people were identified as using a Sunnydale address to claim Medi-Cal benefits, including 1,011 people who were listed on-lease and 447 people who used a Sunnydale address to claim Medi-Cal benefits but who did not appear on the master list.

A similar match was done for the Non-Assistance Food Stamps enrollment list. Since people without children are eligible for food stamps, but not Medi-Cal, this list adds an important group that would not appear on the Medi-Cal list. There were 351 residents on a lease at Sunnydale received food stamps benefits in June 2011; another 214 individuals used an address at Sunnydale to claim food stamps benefits.

- **The off-lease population at Sunnydale is sizable and demographically diverse, but it is more male and has more young adults and infants than the on-lease population.**

The results indicate that the off-lease population is sizable and diverse. Creating an unduplicated version of the two lists (Medi-Cal and Food Stamps) and adding a handful of adults using a Sunnydale address that appeared only the County Adult Assistance Program list, **the case study found 593 people using a Sunnydale address to claim benefits in June 2011 who did not appear on a lease. This suggests a substantial, more than 34% increase in the number of people living at Sunnydale, since some people off-lease probably do not receive benefits.**

Despite the size, these numbers are not wholly implausible. Property managers at Sunnydale have estimated that 20-30% of the residents present on-site do not appear on the lease, which is consistent with these findings. In addition, about 10% of those who matched to the Medi-Cal list as being on-lease, Sunnydale residents did not match as using an address at Sunnydale to receive Medi-Cal benefits. This likely includes both failures to match because of typos in the address data and because of residents moving in between the dates of the two datasets (June 2011 for Medi-Cal and November 2011 for the master list). A small number of residents appeared on a lease at Sunnydale and on the Food Stamps list but did not collect their benefits at a Sunnydale address. If the off-lease population looks similar to the on-lease population, this suggests that perhaps 10% of those identified in this process as "off-lease" might represent the regular churning of residents through the development or errors in the matching process.

The off-lease residents were disproportionately infants and young adults, although members of all age groups were present. While children less than age one were only 3% of the on-lease residents, they were more than 10% of those off-lease but receiving benefits through Medi-Cal or Food Stamps. Additionally, although adults 18 to 24 were 12% of Sunnydale's official residents, they were 19% of the residents who are off-lease but receiving benefits. Proportionally fewer school-aged children were off-lease: 14% of the off-lease population was 6 to 17 compared to 29% of the on-lease population.

Off-Lease Residents at Sunnydale are Disproportionately Infants, Transitional Aged Youth (18 to 24) Relative to On-Lease Residents

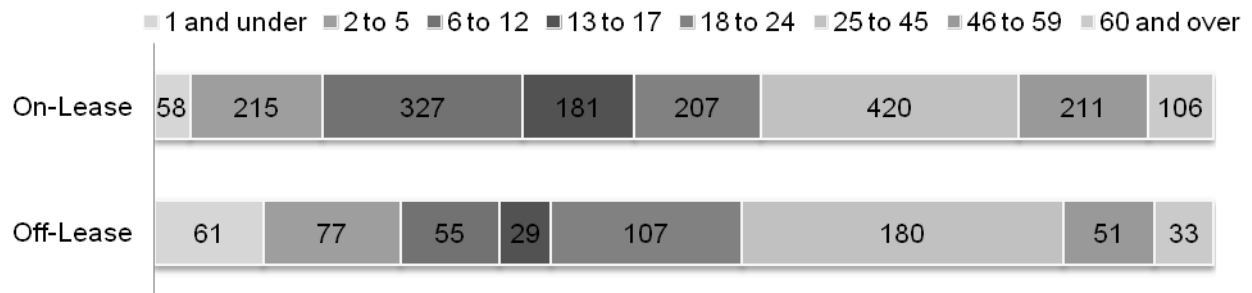


Table 6. On-Lease vs. Off-Lease by Age at Sunnydale

The off-lease population was 51% male, while Sunnydale was 63% female. The relatively even split in gender for off-lease residents holds among adults, which made the off-lease population quite distinct along gender lines from the on-lease population.

Although it was hard to make direct comparisons, since the definitions of race and ethnicity used for public benefits differ from those collected by the Housing Authority, the off-lease population was racially and ethnically diverse.

- In both the on-lease and off-lease populations, about 40% of people identified as African American.
- In the off-lease population, a little more than a quarter identified as Hispanic, which was slightly more than the 18% of those on-lease who identify as Hispanic.
- Samoans comprised 12% of the off-lease population in the benefits data, a category which was not separated out in the Housing Authority data but which 10% of those on Medi-Cal and on lease at Sunnydale identify as.
- The off-lease population was slightly less likely to be white or Asian than the on-lease population.

To the extent that the data from public benefits caseloads allowed, some common explanations for reasons why some people would not appear on the lease were tested.

- Overall, 20% of those in the off-lease group appeared on a public benefits case with someone on-lease, which indicated they were an immediate family member of an official resident.
- As noted above, 10% of the off-lease residents were less than one year old. Among this group, 40% were registered for benefits in a case with someone on a lease. These infants seemed likely to join a lease in the near future.
- Another 10% of those residents off-lease were enrolled in the emergency Medi-Cal coverage available to undocumented immigrants. While undocumented immigrants can receive public housing if one of the family members is documented or a citizen, the off-lease population had a higher rate of being undocumented than those on the master list, 97% of whom give a social security number. Furthermore, this was probably an undercount of the number and proportion of off-lease residents who were undocumented because few undocumented immigrants qualify for these benefits. Undocumented immigrants may be, rightly or wrongly, concerned about being officially on lease.

Finally, the list of individuals on adult probation with San Francisco County in January 2012 was matched to both those on-lease in Sunnydale and those off-lease, but receiving food stamps using social security numbers, full names, and date of birth. **There were thirteen adults on-lease at Sunnydale who had an adult probation case in January 2012 and thirteen off-lease individuals who had a probation case.**²² Since the total off-lease population is certainly smaller than the total on-lease population, adults who are off-lease were disproportionately involved with adult probation. Even assuming a substantial undercount, it appears that adults on probation were a small portion of the off-lease population. The small group of residents who were on probation and off-lease, but receiving benefits at Sunnydale was almost all male and African American.

- **Further research is needed to understand the off-lease population at Sunnydale and at other developments.**

Significant gaps in knowledge remain. It is not known whether off-lease residents are more or less likely to receive public benefits than other residents. Since lease status itself does not preclude benefits receipt, there is perhaps not much reason to think this population differs. But those off-lease probably include people who are more transient, who have criminal records that make them ineligible for public housing and for benefits programs, or who are more likely to be undocumented and (perhaps wrongly, given San Francisco's policies around immigrant status) fear coming forward to government officials. These groups would be less likely to appear on the master list and less likely to appear on the benefits list, which suggests that benefits receipt rates might be lower in the off-lease population. Pointing in the direction of higher rates of benefit receipt in the off-lease population, however, is that people who have the stable employment and incomes might be less likely to live in an unstable, off-lease situation. Additionally, some of those claiming benefits may use an address they do not actually reside at. Benefits receipt requires some verification of address, but it may lag in catching up with residents that have moved.

Sunnydale, which is by far the largest development, is probably not entirely representative of the other developments. Its size and sprawling layout likely pose additional challenges for the property managers when compared to some of the smaller developments. Developments also have their own cultures and patterns that may change the incidence of unofficial residents. It is, therefore, not known how much can be learned about the off-lease population at other developments from the case study.

Further research into this population, including matching the benefits data against addresses of all housing developments as well as examining data from the Service Connectors working at Hunters View with off-lease residents, can yield further insight into this population.

²² This is definitely an undercount of the number of residents interacting with adult probation, since many may not qualify for cash assistance..

V. Criteria for Evaluating Recommendations

The next three sections of the paper – on households with children, households without children, and on service delivery challenges – provide an analysis of family public housing residents’ connection to services and the coordination of those services. Each section is then followed by recommendations that flow from the results. In developing those recommendations, the following criteria were kept in mind. This section provides a generic overview of the criteria and their general insights in this context.

- **Proposed changes should aim to maximize residents’ well-being.**

The key policy goal of HOPE SF service plans and of the services provided to public housing residents generally is to improve the lives of the residents. Both broad and ambitious, this goal encompasses: minimizing child abuse and neglect, maximizing access to health insurance and medical care, ensuring connection to appropriate benefits and supports for residents, and ensuring children are enrolled in and succeeding in school. As the report details below, while existing programs have achieved some successes in this area – particularly, for example, with health insurance – significant needs remain. Recommendations, first and foremost, should achieve improvements in residents’ lives.

- **Proposed changes should aim to maximize residents’ self-sufficiency.**

To the extent possible, public housing and other public benefits are designed to provide temporary income support as families work to achieve self-sufficiency. For those adults capable of working, the goal is that they find work and earn enough income to move out themselves and their families out of public housing and off of benefits. Maximizing employment for working-aged adults capable of working is an important step towards those residents reaching self-sufficiency.

- **Proposed changes should aim to maximize cost-effectiveness.**

Given the continued, tight budget conditions faced by the City and County of San Francisco, strategies are only implementable if they are cost-effective. They should achieve gains in residents’ well-being and self-sufficiency in a way that makes the best use of available resources. In this context, the primary strategy for achieving cost-effective recommendations is to look for opportunities to build on or re-focus existing efforts. Re-focusing might entail adding public housing or site specific outcomes to existing contracts for social services or reducing staff time spent on outreach efforts and increasing time spent on following-up with existing clients.

- **Proposed changes should aim to leverage relationships already built between agencies and between agencies, community-based organizations, and residents.**

The idea of “leveraging” relationships recognizes that the existing, productive relationships between agencies, organizations, and residents are the foundation on which future efforts should be built. Given the challenges of coordinating services across providers to address the often-complex needs of public housing residents, existing relationships can increase the likelihood of the adoption and success of future coordination efforts. Each element of this

definition of “leveraging relationships” is important to understand what leveraging relationships means and why it is advantageous in this context.

Existing, productive relationships: In this context, existing relationships are critical because of the extensive, recent and ongoing efforts by the City of San Francisco to improve outcomes for its public housing residents. These efforts have already built relationships across City agencies and between nonprofits, City service providers, and residents (see Section II). Indeed, as this report shows in great depth, most public housing residents have a variety of connections to the City and the social safety net – not the least of which is, of course, their housing. In addition, there are also a number of existing interagency collaborative efforts to serve populations that overlap with public housing residents. Ignoring all of these existing relationships would miss opportunities to accomplish goals more smoothly and cost-effectively. If these relationships are currently productive, they can be leveraged to increase the reach and quality of services delivered to residents in public housing.

Adoption of recommendations: The lack of consistency and success in some past efforts – realities reflected in interviews with agency staff, in the evaluation of COO, and in the door-to-door survey with residents at Hunters View – make both residents and agencies reasonably wary of layering on additional coordination or collaboration efforts. Launching new collaborative efforts into this fatigued and skeptical atmosphere is likely to meet resistance. By building on or expanding existing collaborative relationships, recommendations are more palatable to stakeholders and more likely to be adopted.

Success of recommendations: For several reasons, leveraging existing relationships can also lead to greater success in implementing recommendations on an ongoing basis. Trust is a critical part of working together and having shared past, successful experiences together builds trust.²³ Past working relationships also create shared language and values that make it easier to cooperate in the future. In addition, coordinating efforts is a great deal of work. Building on existing relationships can make use of existing work – meetings already scheduled, contracts already developed, and forms already filed. This makes the coordination efforts both less costly and more sustainable.

²³ For a general discussion of trust see Eugene Bardach, *Getting Agencies to Work Together: The Practice and Theory of Managerial Craftsmanship*, Brookings Institution, Washington, D.C., (1998), p. 253-261.

VI. Serving Households with Children in Family Public Housing

Families in public housing have a strong connection to the public benefits system and some connection to employment services, but low rates of employment.

- Four out of five people who lived in a household with children in family public housing had Medi-Cal coverage during the 2011 fiscal year.

In households with children, 77% of residents received coverage through Medi-Cal.²⁴ More than 90% of children under 5 received coverage and 85% of all those under 18 had insurance through Medi-Cal for at least part of the last fiscal year. Since eligibility is tied to family income and tiered by the age of the child, the decline in coverage among older children probably reflects the program's eligibility requirements rather than differences in outreach. Similarly, residents not enrolled in Medi-Cal reported *higher* average household incomes (\$18,500) than those receiving coverage (\$13,500). This suggests that some of those not enrolled failed to meet eligibility requirements because of having higher incomes rather than because they lacked awareness of the program. Given that few of San Francisco's families are uninsured, many of the families not enrolled in Medi-Cal likely received coverage through other programs, including Healthy Families.

80% of Residents in Households with Children Had Medi-Cal Coverage for at least part of FY 2011			
Age Group	Covered by Medi-Cal (including through SSI)	Total Number in Age Group	% Covered by Medi-Cal
5 and under	889	969	92%
6 to 12	1,118	1,297	86%
13 to 17	637	783	81%
18 to 24	418	576	73%
25 to 45	945	1,239	76%
46 to 59	271	375	72%
60 to 64	26	37	70%
65 and Over	40	47	85%
Total	4,344	5,411	80%

Table 7. Medi-Cal Coverage in Households with Children

Medi-Cal enrollment is fairly stable in this population over time. On average, those enrolled in Medi-Cal last year were enrolled for 10-11 month and 93% of people on Medi-Cal in fiscal year 2011 were also enrolled for at least part of fiscal year 2010.

²⁴ A brief overview of each of these programs is available in Appendix E.

TANF is the Most Common Income Support Program for Households with Children (total of 5,322 residents)

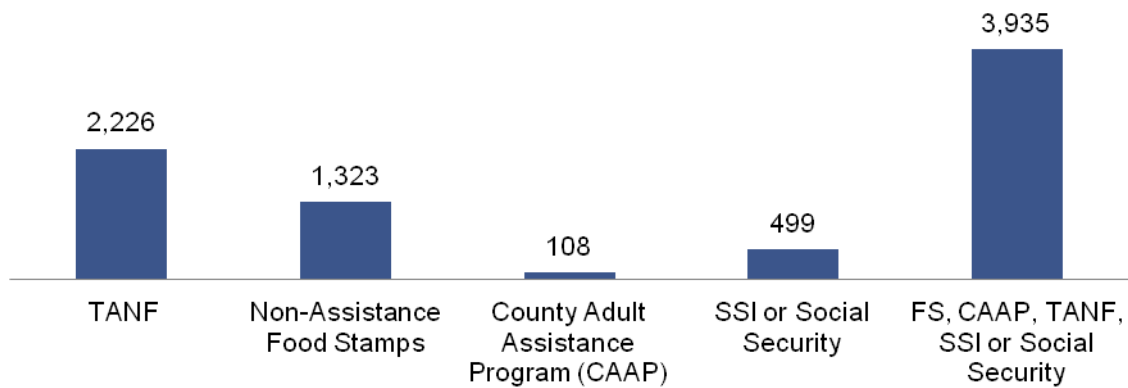


Figure 8. Income Support Programs in Households with Children

- **In households with children, 74% of residents received income support from TANF, food stamps, CAAP, SSI or Social Security last year.²⁵**

Nearly three-quarters of those who lived in households with children in public housing received cash assistance from one or more income support programs during the last fiscal year. In particular, Temporary Assistance to Needy Families (TANF) – which is the cash assistance portion of the state welfare program, CalWORKs – provided income support to 42% of those living in households with children in public housing, compared to a little more than 1% of all San Franciscans. In June 2011, there were 714 families on the CalWORKs caseload that lived in public housing, which is 15% of the city’s CalWORKs caseload. Households on TANF averaged more than \$4,900 dollars in benefits during the last fiscal year. As such, TANF represent significant portion of the annual income for these households. Overall, more than \$4 million in TANF benefits reached families in public housing last year.

Other cash assistance programs provided additional support to families in public housing. These include:

- Non-assistance food stamps, which are not available to those on Supplemental Security Income (SSI) who would otherwise meet income eligibility requirements, reached 1,323 individuals in households with children. That translated to 41% of all residents not receiving TANF or SSI benefits in fiscal year 2011.²⁶ On average, households received \$2,300 a year in benefits from food stamps for a total of nearly a \$1 million in food stamps across these families last year.
- Only a small number of residents (108) received funds from the County Adult Assistance Program (CAAP). Most CAAP recipients (55%) were transitional-aged youth who lived in households headed by other adults, although there were recipients in older age groups.

²⁵ A brief overview of each of the income support programs is available in Appendix E.

²⁶ Those in households not on food stamps, TANF, or SSI had higher incomes: the average annual income with more than \$19,000. This suggests there may be some room to increase food stamp coverage, but it is limited, since many of these families will not qualify.

- SSI played an important role in providing income support for older adults in households with children. A majority of adults 65 and over received SSI as did 10% of working-aged adults in households with children. Still, SSI receipt was quite high for working-aged adults, given that only 3% of working-aged adults in San Francisco receive SSI.²⁷

Overall, the findings about residents' connection to cash benefits corroborated the results of the recent survey of Hunters View residents. In the survey, which reached 80% of households at Hunters View, 94% of respondents said they knew where to apply for cash benefits.²⁸

74% of Residents in Households with Children Received Income Support for at least part of FY 2011							
Age Group	TANF	Food Stamps	CAAP	SSI or Social Security	Any Income Support Program	Total Residents	% in Any Program
5 and under	612	244	N/A	16	803	969	83%
6 to 12	671	342	N/A	80	994	1,297	77%
13 to 17	344	169	N/A	89	552	783	70%
18 to 24	208	141	59	24	368	576	64%
25 to 45	339	327	33	142	906	1,239	73%
46 to 59	51	88	11	93	243	375	65%
60 to 64	0	8	3	17	27	37	73%
65 and over	1	4	2	38	42	47	89%
Total	2,226	1,323	108	499	3,935	5,323	74%

Table 9. Income Support for Residents in Households with Children, by Age Group

- **Families receiving support through CalWORKs were disproportionately likely to be timed-out of their federal benefits or to be Safety Net cases in June 2011.**

The CalWORKs families in public housing have disproportionately exceeded the time limit for receiving some of the program's benefits. Overall, 15% of CalWORKs cases came from public housing in June 2011. Almost one in five Safety Net cases, however, came from public housing. Safety Net benefits provide reduced payments on behalf of children in families that they have timed-out of both their lifetime limits for state and federal aid. Even more disproportionately, a full third of San Francisco's "TANF timed out" caseload in June 2011 resided in public housing. Timed-out cases occur when recipients have exceeded their federal, 60-month lifetime limit for receiving benefits but have not yet exceeded their state time limit.²⁹ During the 2010-2011 fiscal

²⁷ There were 17,750 working aged recipients on SSI in San Francisco in December 2010 according to the Social Security Administration and 587,869 adults aged 18 to 64 according to the U.S. Census. Social Security Administration, "Table 3. Number of recipients in state (by eligibility category, age, and receipt of OASDI benefits) and amount of payments by county, December 2010)," *SSI Recipients by State and County, 2010*, July 2011, http://www.ssa.gov/policy/docs/statcomps/ssi_sc/2010/ssi_sc10.pdf.

²⁸ LFA Group, *HOPE SF: Hunter's View Baseline Survey*, Fall 2011.

²⁹ Since the federal clock started for all those on aid in 1996, but the state clock started in 1998, some individuals have timed out according to the federal, but not the state, clock. In addition, the state has historically allowed additional circumstances to "stop the clock" for state aid. During a time when an individual has a qualifying circumstance, collecting benefits does not count against the lifetime limit. In California, conditions that stopped the state but not the federal clock have included being disabled, caring

year examined here, the lifetime limit in the state for CalWORKs was 60 months and, since it had different rules, it was possible to be timed out of TANF but not CalWORKs. These cases, however, were considered at risk of timing out. Beginning in July 2011, the CalWORKs lifetime limit was reduced to 48 months. Many of the families in public housing that were “TANF timed out” have now likely timed out of their state benefits and become Safety Net cases.

Public Housing Residents were a Disproportionate Portion of Timed-Out CalWORKs Cases in June 2011			
Case Type	Number of Residents	Number of Cases Citywide	% of SF Caseload in Public Housing
One-Parent	347	2,356	15%
Two-Parent	29	289	10%
Child-Only, No Eligible Adults	145	1,385	10%
TANF Timed Out	121	370	33%
Safety Net	114	604	19%
Total	756	5,004	15%

Table 10. CalWORKs Case Type for Public Housing Residents in June 2011

- **Less than half of working-aged adults in households with children – only 45% – reported income from wages or unemployment in the last year.**

Just 34% of all working-aged adults in households with children reported income from wages, their own business, or unemployment insurance income in the past year.³⁰ These numbers may understate the incidence of work both because the underground economy may create hidden jobs and because residents may work but fail to disclose earned income to prevent increases in their rent.

45% of Adults in Households with Children Had Income from Wages or Unemployment Insurance				
Age Group	Income from Wages or Unemployment Insurance	Total in Age Group, excluding adults on SSI	% with Wage or UI Income	No Income Reported
18 to 24	81	559	14%	309
25 to 29	118	341	35%	24
30 to 39	242	527	46%	26
40 to 49	205	395	52%	23
50 to 59	80	161	50%	20
60 to 64	12	22	55%	0
Total	738	1,648	45%	402

Table 11. Wage and Unemployment Income among Adults in Households with Children

for a dependent family, having a child 12-23 months, or having two or more children under the age of six. Diane F. Reed and Kate Karpilow, *Understanding CalWORKs*, California Center for Research on Women & Children, 2nd Ed., April 2010. p. 15.

³⁰ Since unemployment insurance benefits are contingent on having worked a sufficient amount of time in the past year to qualify, those who received unemployment benefits are generally counted alongside those with wage income in this report.

There are two other important cautions: young adults in school and adults receiving disability payments would not be expected to participate in the workforce. The employment numbers were somewhat improved once those receiving SSI are exempted: 45% of working-aged adults not on SSI had employment-related income. The employment numbers remained particularly low for young adults: only 14% of residents 18 to 24 had reported wage income. Since the data in dataset did not allow for identifying those adults in school and in training – which would be generally considered a positive outcome– the dramatically low employment among young adults population may overstate the level of disconnection they experience. It is unclear, however, whether even after training and schooling were taken into account, young adults would be shown to experience similar, worse, or better connection to employment than older adults.

- **Few adults were enrolled in workforce development programs funded through the Workforce Investment Act or Community Development Block Grant.**

To track involvement with community-based job training and placement efforts, data from programs funded by two streams of federal dollars for workforce development was matched into the master list. Overall, there were few matches. For programs funded by the Workforce Investment Act on contracts managed by the Office of Economic and Workforce Development (OEWD) in the last fiscal year, just 23 adults who lived in households with children in public housing received services. Most were transitional-aged youth (aged 18 to 24) who sought youth-focused or summer employment services. Another 24 adults received services through programs funded by Community Development Block Grant funds administered by OEWD and the Mayor’s Office of Housing (MOH). Only a handful of adults from either group had subsequent job placements.

Either the data available on use of community-based workforce programs was not sufficient for understanding their relationship to public housing or the programs did not have significant reach among public housing residents.

- **About 30% of working-aged adults in households with children visited a One Stop Career Link Center managed by the Human Services Agency for employment services last year.**

One Stop Career Link Centers provide a variety of free job search and employment resources to any San Franciscan seeking assistance. Five of the nine centers are managed by the Human Services Agency (HSA); community partners manage an additional four centers that are not included in this data. In the last fiscal year, 30% of working-aged adults visited a One Stop managed by HSA at least once.

The One Stops managed by HSA provide an example of how connection to benefits can lead to connection to other services. Adults on benefits were much more likely to have visited a One Stop for job assistance in the last fiscal year than working-aged adults more generally. Overall, 23% of working-aged adults in public housing without wage income visited a One Stop in the last year. But 66% of adults on CalWORKs and 44% of those on CAAP without wage income in the prior year had also been to a One Stop. Because these One Stops were located at the same sites where people also meet eligibility workers and caseworkers for public benefits programs

and many recipients have work search requirements, this is not surprising.³¹ It does reflect, however, that people will take advantage of other services in the same location.

30% of Working-Aged Adults in Households without Children Visited an HSA One Stop Career Center in FY 2011				
Development	Wage or Unemployment Income	% of Working-Aged Adults	Visited a One Stop	% of Working-Aged Adults
ALEMANY	24	20%	37	30%
ALICE GRIFFITH	65	27%	92	38%
HOLLY COURTS	21	36%	15	25%
HUNTERS POINT	48	29%	72	44%
HUNTERS VIEW	26	26%	29	29%
PING YUEN	25	31%	11	14%
PING YUEN NORTH	24	45%	4	8%
POTRERO ANNEX	46	38%	25	21%
POTRERO TERRACE	117	43%	86	32%
ROBERT B PITTS	58	36%	41	25%
SUNNYDALE	202	36%	175	31%
WESTBROOK APTS	74	32%	71	31%
WESTSIDE COURT	24	45%	6	11%
Total	754	34%	664	30%

Table 12. Engagement with One Stop Career Services by Development for Households with Children

Those public housing residents who had visited One Stops reported low levels of educational attainment: 33% do not have a high school diploma and only 6% have a Bachelor's degree or higher. The low levels of educational attainment likely make finding work challenging for them, especially given San Francisco's labor market. In San Francisco, 86% of adults over 25 have a high school diploma and 51% have a Bachelor's degree.

34% of Residents Visiting a One Stop in FY 2011 Did Not Have a High School Degree

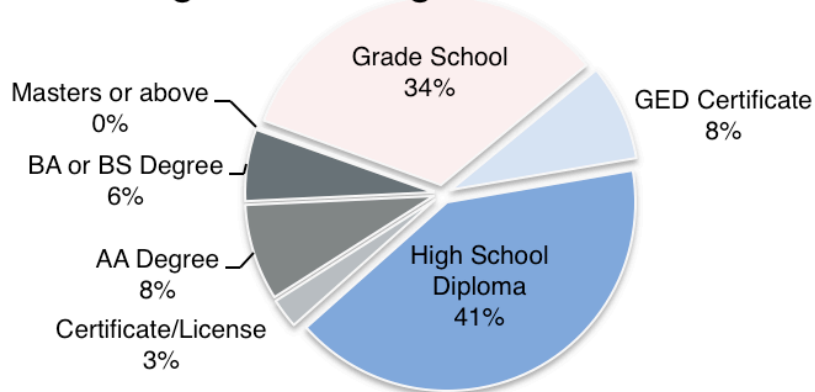


Figure 13. Highest Level of Education reported by Adults Visiting a One Stop

³¹ Although it is important to note that meetings with eligibility or caseworkers for benefits programs are not reflected in this data.

There was, in general, not great depth in the use of One Stop Services. A majority of those who visited a One Stop Career Center last year did so on just one day, although about 25% made five or more visits. The most common activity undertaken at One Stop Career Centers was, by far, use of computers for word processing and job search activities (about 35% of all activities). This was followed by job searches related to benefits programs (27% of activities were CAAP related and 4% were CalWORKs related) and use of other office equipment – such as phones or faxes – to apply for jobs (17%). There were at least 100 participants who were attracted by Jobs Now—a wage-subsidy program that was made possible through one-time federal stimulus funds and marketed fairly extensively. Since Jobs Now is no longer available to individuals not receiving benefits, the use of One Stop Career Centers in future years may decline relative to the year presented here.

Families and children in public housing are still vulnerable: children have high rates of involvement with child welfare, high levels of truancy, and high levels of enrollment in special education. There is also overlap between public housing residents and the adult probation population.

- **Children in public housing were more than twice as likely to be referred to Child Protective Services as other children in the city.**

Over the course of the last fiscal year, Child Protective Services received allegations of child abuse or neglect for 427 children in public housing. This represented 137 allegations per 1,000 children in public housing – more than twice the citywide rate of 56 allegations per 1,000 children (see Table 16).³² The rate was lower, however, for African American children in public housing than was it for African American children citywide. There were about 149 allegations per 1,000 African American children in public housing compared to 226 allegations per 1,000 African children in the City in 2011. This may be evidence of an undercount in matching the data from public housing residents to the data on child abuse allegations, which did not always include sufficient identifying detail to match to the master list.

Looking over a longer timeframe, 884 children – or almost 30% of children on a lease in public housing – had at least one referral to Child Protective Services at some point in the last two and a half years and 285 had more than one referral in that timeframe. 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 and were no more likely to end up with a child welfare case as the result of an allegation than other children in the city.

³² 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*, May 2012, University of California at Berkeley Center for Social Services Research, http://cssr.berkeley.edu/ucb_childwelfare.

14% of Children in Public Housing Were Referred to Child Protective Services at least once in FY 2011			
Race and Ethnicity (according to SFHA)	Children with at least one Referral	Total Number of Children	% with Allegation
Asian	20	204	10%
African American	233	1,566	15%
Hispanic	64	502	13%
Multi	9	52	17%
Native American	4	23	17%
Pacific Islander	24	251	10%
White	73	538	14%
Total	427	3,106	14%

Table 14. Children in Public Housing (All Developments) Referred to Child Protective Services

- **Children listed on a lease in public housing are three times as likely to be in foster care as other children in San Francisco and represented 15% of all children in the city receiving child welfare services in the home.**

In San Francisco, 10 children per 1,000 children are in foster care. Among children listed on the lease in public housing, 32 children per 1,000 children were in foster care in February 2012. Importantly, however, that figure reflects those children in a foster care placement in public housing with a relative, legal guardian, or family friend as well as children listed on a public housing lease but removed to foster care in a location outside of San Francisco's public housing. In both cases, the child would be both listed on a lease and have an open placement in foster care. An analysis of only those cases open in child welfare in February 2012 suggested that as many as 30% of the children who were on a lease in public housing and in foster care were children in a foster care placement in public housing who had been listed on the caretaker's lease.

9% of Children on a Lease in Public Housing Had an Active Child Welfare Case that During FY 2011					
Development	FY2010	FY2011	Either Year	Total Children	% with FY 2011 Case
ALEMANY	9	11	12	158	7%
ALICE GRIFFITH	34	39	51	327	12%
HUNTERS POINT	25	26	31	219	12%
HUNTERS VIEW	8	11	12	107	10%
PING YUEN (both)	10	7	11	73	10%
POTRERO ANNEX	24	24	31	184	13%
POTRERO TERRACE	24	29	36	386	8%
ROBERT B PITTS	23	23	30	227	10%
SUNNYDALE	47	60	73	756	8%
WESTBROOK APTS	18	19	25	335	6%
WESTSIDE COURT	6	6	7	63	10%
Other (n < 5)	10	11	12	141	8%
Total	238	266	331	2,976	9%

Table 15. Children in Public Housing with an Active Child Welfare Case by Year and Development

Families in public housing also represented a disproportionate group of San Francisco's family maintenance caseload. 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 court-ordered supervision while it addresses concerns about the child's safety. 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.

- **An analysis of children who were at addresses in public housing when they were placed in care over the last five years reveals that children living in public comprised a disproportionate share – 16% – of all removals citywide.**

A second analysis of the child welfare data compared a list of the addresses of children removed from a home in San Francisco for fear of abuse or neglect to the addresses of all public housing developments. This analysis allows for a more precise understanding of the risks of child abuse and neglect in public housing. As noted above, children currently listed on a lease may have had a foster care case because they were in a foster care placement in public housing, because they were removed from a home in public housing and placed in foster care, or both.³³ This additional analysis isolated the number of those removed from a home in public housing.

Looking at the last five years of data on removals, 315 of the 1,971 children removed from a home and placed in foster care in San Francisco came from public housing.³⁴ This translates to 16% of children removed from their home in San Francisco in the last five years. Among African American children, 230 of the county's 964 removals (24%) were for children living in public housing, which is only slightly disproportionate when compared to the 19% of African American children that lived in public housing in 2010. Children from other racial and ethnic groups who lived in public housing were more likely to be overrepresented relative to their counterparts not in public housing.

The numbers appeared consistent with other estimates of the proportion of vulnerable, low-income families in San Francisco that live in public housing. For example, about 15% of the CalWORKs caseload in June 2011 lived in public housing and 15% of child welfare's family maintenance caseload in February 2012 lived in public housing.

- **Children from public housing enrolled in public school in San Francisco have markedly lower academic achievement, higher rates of truancy, and higher rates of enrollment in special education than other children in San Francisco.**

The matched data from the San Francisco Unified School District provides evidence of the depth of the truancy problem for children in public housing. **Among children with attendance data, 61% of children in public housing were truant last year, meaning they had 3 or more unexcused absences during the school year, compared to 25% of students in the**

³³ Per standard practice in understanding the child welfare data, only removals that lasted eight or more days were included, since the volume of short-term removals can distort attempts to understand children's involvement foster care.

³⁴ This count is not unduplicated.

school district.³⁵ More than a quarter of children (27%) from public housing were habitual or chronic truants with at least 10 unexcused absences.

Of particular significance was the spike in truancy in ninth grade (see Table 18). Consistent with district patterns, truancy falls in middle school relative to elementary school because children are old enough to get themselves to school and so school attendance is not as negatively impacted by other family circumstances. Truancy then rises precipitously for ninth grade students. Truancy rates improve in the later years of high school, but this may be more due to students dropping out entirely than an improvement in connection to school.

61% of Children in Public Housing were Truant in the 2010-2011 School Year					
Grade	Truant (3 or more unexcused absences)	% Truant	Habitual or Chronic Truant (10 or more unexcused absences)	% Habitual or Chronic Truant	Total with Attendance Data (Excludes those with insufficient data)
K	117	74%	45	28%	159
1	92	62%	37	25%	148
2	99	69%	33	23%	144
3	91	65%	33	24%	139
4	69	58%	28	24%	119
5	70	59%	24	20%	119
6	43	39%	9	8%	111
7	55	46%	19	16%	120
8	44	46%	19	20%	96
9	98	75%	75	58%	130
10	75	65%	48	42%	115
11	33	65%	23	45%	51
12	24	62%	15	38%	39

Table 16. Truancy by Grade Level for Children in Public Housing

While 11% of children in the SFUSD were enrolled in special education during the 2010 to 2011 school year, 20% of children in public housing were enrolled in special education.³⁶ In particular, 27% of boys living in public housing were enrolled in special education. 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.

³⁵ Data on district level truancy was taken from: California Department of Education Safe & Health Kids Program Office, *Expulsion, Suspension, and Truancy Information from 2010-2011*, <http://dq.cde.ca.gov/dataquest/Expulsion/ExpReports/>.

³⁶ Districtwide data was taken from: California Department of Education, Special Education Division, *Special Education Data, 2010-2011*, <http://dq.cde.ca.gov/dataquest/SpecEd/>.

Children living in public housing who were identified by the school district as being Hispanic, white or Asian were more likely than other children in the district with a similar ethnic background to be enrolled in special education.

- District-wide, 7% of Asian/Pacific Islander children were enrolled in special education. Among those in public housing, 12% of children identified as Asian/Pacific Islander were enrolled in special education.
- Similarly, 16% of white children district-wide were enrolled in special education compared to 25% of “other white” children in public housing.
- There were 22% of all Hispanic children in public housing enrolled in special education compared to 16% of children district-wide.

African American children in public housing, however, were enrolled in about the same proportion as African American children citywide with 23% enrolled in special education.

With such high rates of truancy, it is disappointing but not surprising that children living in public housing consistently performed more poorly on standardized tests than other children in the district. Test score data from the last school year was available for only about half the students who matched into the master list of public housing residents. Their scores were low even when compared only to other economically disadvantaged students – defined as those who received free or reduced lunch based on their family’s income – in the SFUSD³⁷:

- Among students in public housing with test score data, only 40% scored at the proficient or advanced level in English and Language Arts compared to 48% of economically disadvantaged student citywide and 57% of all students in the district (see Figure 19).

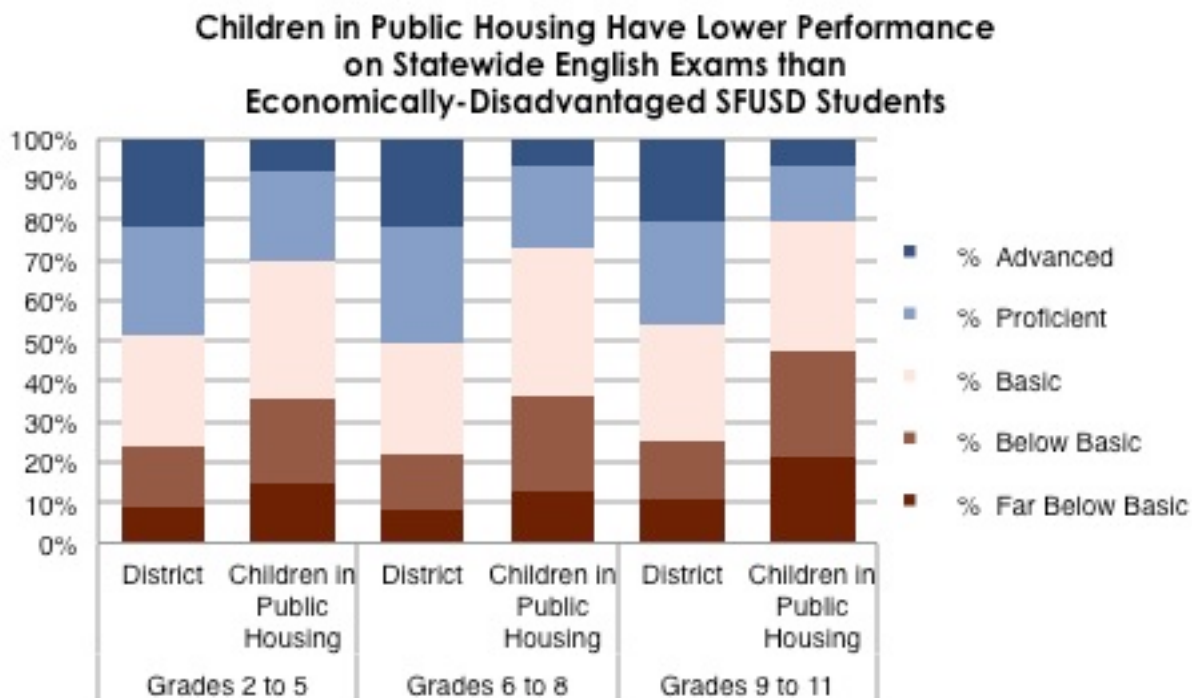


Figure 17. Performance on Statewide English Exams for Children in Public Housing

³⁷ All SFUSD test score results are from: California Department of Education Assessment and Accountability Division, 2011 STAR Test Results, 2012, <http://star.cde.ca.gov/star2011/>.

- In math, 42% of elementary school students who live in public housing scored proficient or advanced, while 69% of all elementary school students and 62% of economically disadvantaged elementary school students scored proficient or advanced. Middle school students do even more poorly: only 21% of sixth and seventh grade students from public housing scored proficient or advanced compared to 59% of all sixth and seventh grade students in SFUSD and 48% of economically-disadvantaged students (see Figure 20).³⁸

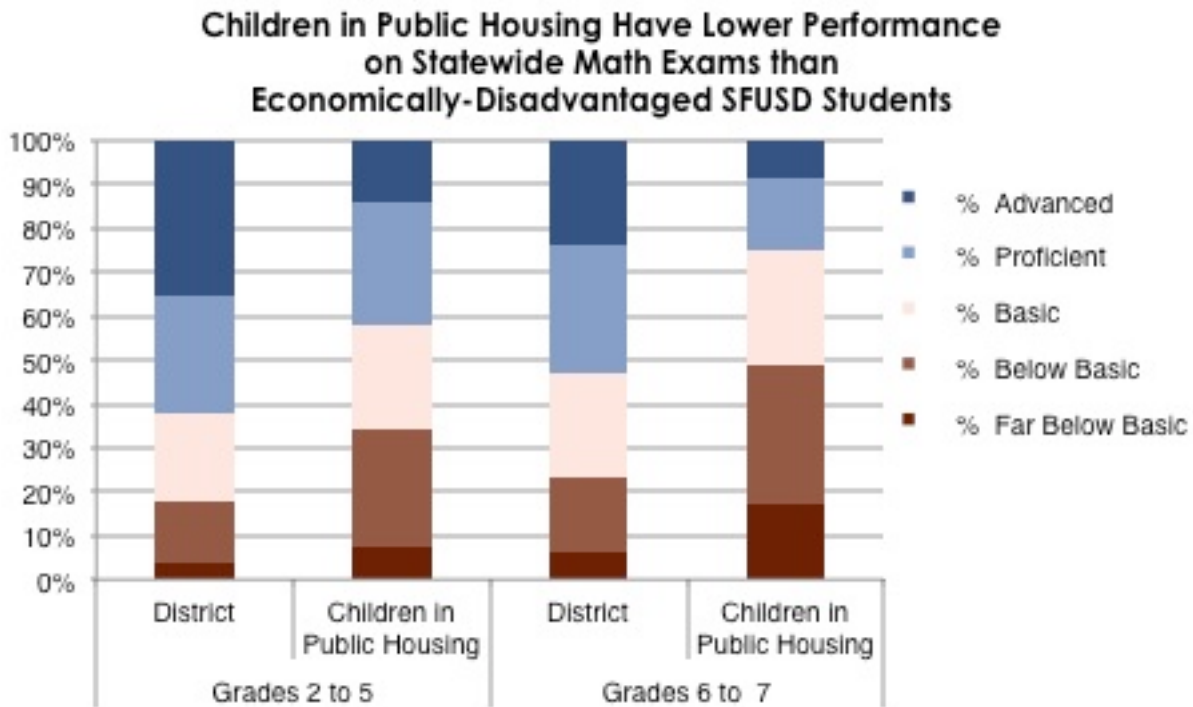


Figure 18. Performance on Statewide Mathematics Exams for Children in Public Housing

- **Most of those adults in public housing who matched to the adult probation caseload were in households with children.**

Because housing authorities review all criminal records in determining eligibility for living in public housing, there are limits to the amount of formal cooperation possible between probation systems and public housing. Indeed, providers that work with families in the development cite those restrictions as a barrier to reuniting families, since parents with convictions (often men) cannot return home.

To better understand this problem, the master list of public housing residents was matched to a list of those on adult probation with San Francisco, which includes both those with

³⁸ Because students begin to take different exams in eighth grade based on their math placement, it is difficult to compare those scores to other students in the district without an additional level of detail beyond what was possible in this analysis. In aggregate, performance on standardized math tests only declines further, with 14% of students in high school scoring at the proficient or advanced level.

misdemeanors and felonies.³⁹ A limited number of matches resulted, not surprising given the gender divides in the two populations: 83% of those on probation were men, while 72% of those in housing were women.⁴⁰ The key findings of the match were:

- 82 individuals matched from both the adult probation and the master list, which was over 1% of the nearly 6,000 adults on probation in San Francisco and 1% of the 6,600 adults in public housing.
- Among adults on a lease and engaged with adult probation, 55% were women, which made those who appeared on both lists more likely to be male than adults in public housing and more likely to be female than adults on probation.
- 61% of those on probation, or 50 of the adults that matched, lived in households with children under 18, making them slightly more likely to come from households with children than those in public housing generally (55%).
- Most of these adults (30 of the 50) were also the head of the household, suggesting a potential housing risk for the family.

All Adults in Public Housing on Probation with San Francisco County (Defined as: listed on a lease in Nov. 2011 and on probation in Jan. 2012)			
	Number on Probation	Number of Adults (18 and over)	% on Probation
ALEMANY	7	206	3%
ALICE GRIFFITH	10	361	3%
HUNTERS POINT	7	275	3%
HUNTERS VIEW	5	211	2%
PING YUEN	4	380	1%
POTRERO TERRACE	8	517	2%
SUNNYDALE	13	944	1%
WESTBROOK APTS	4	328	1%
Other: 17 senior and family developments	24	2,362	1%
Total Across All Developments	82	6,586	1%

Table 19. Connection between Adult Probation and Public Housing by Development

Children in public housing are often connected to programs through City-funded community based organizations, especially when they are offered on-site at developments or in partnership with schools.

- **Many children in public housing were connected to nonprofits and City-funded programming afterschool and in the summer, particularly when the programming was connected to school.**

Through SFUSD, First 5 and the Department for Children, Youth, and Families (DCYF), San Francisco provides a wide variety of free services beyond school. Many of the services are targeted particularly towards low-income children. A significant proportion of children in public

³⁹ In addition, since the adult probation list was dated after the Housing Authority list used, it is possible that those who matched have subsequently lost their housing.

⁴⁰ San Francisco Adult Probation Department, *Fiscal Year 2010-2011 Annual Report*, 2011, <http://www.sfgov3.org/modules/showdocument.aspx?documentid=1263>. p.14.

housing were connected to preschool, after-school and summer enrichment programs in addition to the public benefits programs and the child welfare system.

Preschool for All Enrolled Nearly Half of All Eligible Children in Public Housing			
School Year	Enrolled	Eligible Children (Age for 4 as of December 2)	% of Eligible Children Enrolled
2009-10	88	204	43%
2010-11	114	231	49%

Table 20. Enrollment in Preschool for All by Children in Public Housing

Preschool for All – an initiative managed and funded through First 5 of San Francisco – provides free, half-day preschool to all four-year-old San Franciscans. Almost half of eligible children living in public housing were enrolled through the program (see Table 22). Given the relatively small numbers of eligible children, while the rates of enrollment did fluctuate from year to year by development and race, the differences appeared random. The one exception is at Alice Griffith. Additional outreach efforts there succeeded in increasing enrollment from 27% of eligible children in the 2009 to 2010 school year to 67% in the 2010 to 2011 school year. This suggests that efforts to enroll additional children in preschool could be fruitful in moving towards 65% enrollment, which would – assuming that children in public housing were generally not enrolled elsewhere in preschool – meet the federal standard for public housing.

Out-of-School Time Programming was the Most Commonly Used DCYF-Directly Contracted Service in 2010-2011	
Strategy	Children Receiving Service (duplicated count) ⁴¹
Early Childhood Education	122
Health and Wellness	215
Out-of-School Time	1,175
<i>Beacon Initiative</i>	<i>189</i>
Violence Prevention Initiative	289
Youth Leadership	334
<i>Workforce/Employment</i>	<i>94</i>
Total	2,135

Table 21. Public Housing Residents Use of DCYF Directly Contracted Services in FY2011 by Strategy

Almost a third of children and young adults received at least one service through a direct contractor of the Department of Children, Youth and Families during the last fiscal year. DCYF provides direct grant support to a variety of nonprofit organizations that serve children, youth and their families as well as jointly supporting funding family-focused efforts with or through

⁴¹ 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.

other City agencies. The Department groups its direct grants into five strategy areas: early childhood education, health and wellness, out-of-school time programming during afterschool hours and summer time, violence prevention, and youth leadership. Children in public housing accessed services under each of these strategy areas, with out-of-school time programming being by far the most common (see Table 23).⁴²

DCYF programming was particularly effective in reaching school-aged children: a majority of the teenagers and two out of five children ages 6 to 12 received services from at least one of the contracted providers (see Figure 24). The high levels of connection to these age groups suggests that outreach to these populations succeeded in connecting them to the broad range of services the City supports to assist children and teenagers.

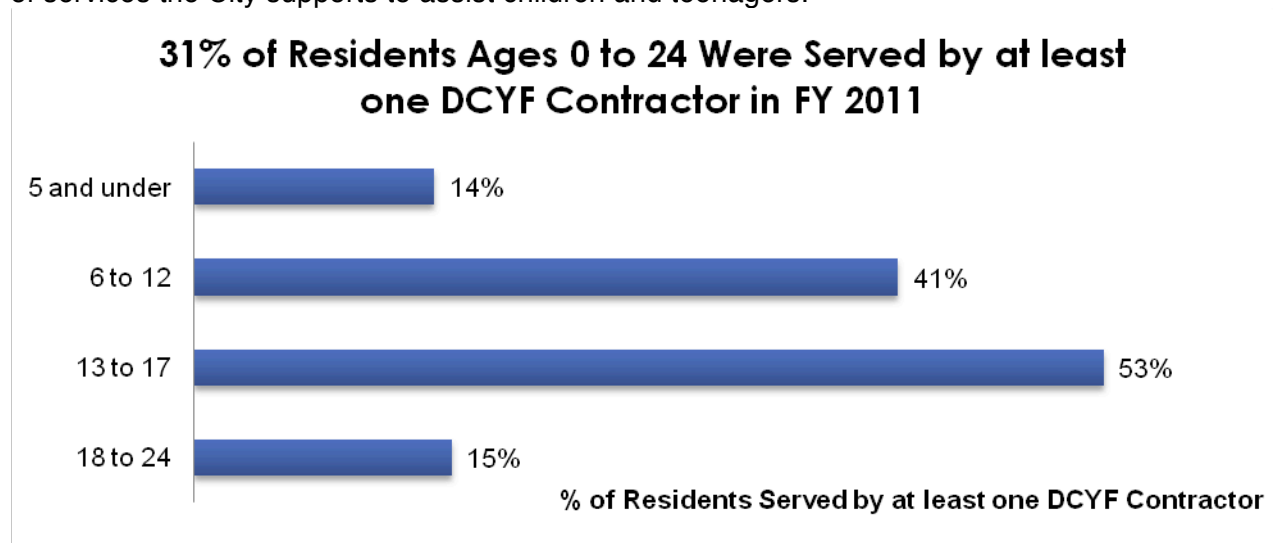


Figure 22. Residents Served by at least one DCYF Directly Contracted Organization in FY2011 by Age Group

Examining the data by program and contractor suggests that both school site and on-site programming have the highest levels of penetration. There were more than 125 providers that served children from public housing in the last fiscal year and 21 providers that served at least 19 children in the last fiscal year (see Table 25). Half of the organizations that served at least 19 children had programming at schools or at public housing developments.⁴³ 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.⁴⁴ Nearly a quarter (23%) of teenagers visited a school-based wellness center last year for free counseling and nursing services.⁴⁵ The Beacon Initiative, which brings a range of

⁴² DCYF has particular concerns about the quality of its early childhood education data, which suggests this number is a more significant undercount than in the other categories.

⁴³ One important caution, however, is that the higher levels of connection may somewhat be reflecting 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.

⁴⁴ DCYF also collects data on the specific locations where youth are served, which will allow for further research.

⁴⁵ Wellness centers provide free, confidential services to students at their high school including behavioral health counseling, nursing services, support and empowerment groups, and connections to health resources in the community. In general, 46% of students at a school with a wellness center will visit it

community resources for families into one school in each neighborhood, accounted for 16% of those participating in an out-of-school time program.

Top DCYF Contractors by Number of Public Housing Residents Served (21 out of 125+ Organizations)		
	FY 2010	FY2011
Boys & Girls Clubs of San Francisco ^	264	251
SFUSD – Wellness Initiative*	234	231
YMCA - Urban Services*	55	135
Jumpstart	48	68
Omega Boys Club	2	61
Real Options for City Kids (ROCK) *	34	58
Mission Neighborhood Centers, Inc. *	57	52
YMCA - Bayview Hunter's Point *	19	51
Potrero Hill Neighborhood House	42	48
YMCA - Buchanan*	33	40
Hunters Point Family ^	Not Reported	38
Samoan Community Development Center	48	36
Youth Guidance Center Improvement	44	31
Richmond District Neighborhood Center*	28	29
Brothers Against Guns*	4	28
Huckleberry Youth Program	18	26
Life Frames, Inc.	39	24
TURF Community Organization	15	22
San Francisco Arts Commission	18	21
Girls After School Academy	17	19
Jewish Vocational Service (JVS)	32	19
* denotes a provider that offers some school-based programming ^ denotes a provider that has programming on site at a public housing		

Table 23. DCYF Contractors that Served the Most Residents (Unduplicated Count)

during the school year. See: San Francisco Wellness Initiative, *Wellness Initiative Service Summary for 2010-11 School Year*, 2012, <http://www.sfwellness.org/wp-content/uploads/2012/02/Wellness-Initiative-Service-Summary-10-11.pdf>.

Implications for Serving Households with Children

Recommendation 1: To reach children in public housing with services:

- **Leverage the existing family resource centers to provide services targeted to younger families.**
- **Deepen partnerships with the schools to provide families with teens and older children with additional services.**
- **Develop community-bases strategies for disengaged and at-risk youth.**

Rationale:	<ul style="list-style-type: none"> • Programs for children and teenagers run in and through schools have succeeded in reaching this population • Leveraging existing collaborative efforts (the family resource centers and school-community partnerships) increases the chances of success
Who would be Responsible:	<ul style="list-style-type: none"> • Family resource centers funded by First 5, HSA and DCYF for younger families • SFUSD, DCYF, HSA, and community-based organizations for children and teenagers
Trade-offs and Challenges:	<ul style="list-style-type: none"> • Focusing on families through schools is more diffuse than a focus on public housing families and may make the efforts to reach these families more expensive than if the interventions were more targeted • Truancy rates are high, so connection to school is incomplete. Some of the most vulnerable youth are probably the least connected to schools, making them difficult to reach through a school-based strategy.

While children in public housing are well connected to public benefits, their outcomes in other areas reveal ongoing vulnerability. Low levels of educational achievement, high rates of child welfare involvement, and high truancy rates demonstrate the ongoing challenges in supporting safe, stable and successful families in public housing. There are clear needs for more academic support, for counseling in dealing with and overcoming trauma, and in creating stability for these families. To the extent that there is already a range of providers that offer these services in San Francisco, families in public housing need to be better connected to these services.

- **Leverage the existing family resource centers to provide services targeted to younger families.**

This past winter, HOPE SF decided to focus on leveraging the neighborhood family resource centers to reach vulnerable families in public housing at Potrero Hill and Sunnysdale as a complement to service connection programs at Hunters View and Alice Griffith. This was, in part, because service connection implementation had been delayed in developments that are experiencing a delay in physical rebuilding. Using family resources centers (FRCs), which receive joint funding from and shared outcomes determined by First 5 San Francisco, DCYF, and HSA, will leverage existing efforts to provide comprehensive services to families. The FRCs aim to “provide parents with a range of support services such as child care, counseling, parent

education, mentoring, case management, and other activities that strengthen families and improve child well-being.”⁴⁶

Leveraging the family resource centers prevents adding duplicative services for housing residents, minimizes new costs, and builds on existing partnerships. Family resource centers are designed to provide the kind of coordinated, comprehensive support that families with young children in public housing need to be successful. Early intervention is important to preventing child abuse and maltreatment and to helping children succeed in school. Extending the emphasis on serving public housing residents beyond HOPE SF to the other developments with significant numbers of families – in particular, to Westbrook, Alemany, Pitts, and Hunters Point – would ensure all children in public housing received critical services.

Having moved towards increased support for the centers, the HOPE SF City Services team and the FRC supporting departments should monitor the FRCs’ success in reaching out to and engaging public housing families. **This will require stratified data tracking by the FRCs so that engagement with public housing can be monitored.** The funders of the family resource centers should also be attentive to any potential safety and transportation issues that may prevent public housing residents from accessing the centers in their neighborhood. If the barriers are substantial, they should consider whether satellite programming on site is necessary to adequately reach these families, taking into account the challenges in establishing and managing satellite programs.

- **Efforts to reach children and teenagers with services should build on the success of school-based programs in connecting them to services.**

As noted above, evidence from the 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 most commonly attended afterschool programs for public housing residents were those 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.

- **Develop community-based strategies for disengaged and at-risk youth.**

In pursuing school-focused strategies, however, planners should also consider that children’s connection to schools is incomplete. Truancy rates are high, suggesting that schools are a place that resolves some but not all of the transportation and safety challenges that keep residents from accessing services. Furthermore, some of the most vulnerable youth are probably the least connected to schools and – by high school – may even have dropped out entirely. A school-focused strategy, rather than a site or neighborhood focused strategy, runs the risk of neglecting at-risk youth. **While schools have proven a good way to reach many children, the focus on connections through school will have to be buttressed by community-based efforts to curb truancy and partnerships with organizations or agencies that focus particularly on at-risk youth.**

Finally, it should be cautioned that using FRCs and school-community partnerships risks diluting the focus of attention and resources on the high-needs of children and youth in public housing.

⁴⁶ Human Services Agency of San Francisco, *Family Resource Centers*, <http://www.sfhsa.org/195.htm>.

Programs run through schools or the neighborhood FRC are, by definition, more broadly targeted than programs that focus specifically on children at the developments. Careful monitoring of their reach among children in public housing will be critical to ensuring they meet the needs of this vulnerable population.

Recommendation 2:

- **Target subsidized, transitional and supportive employment programs towards public housing residents by using new funds raised in the Campaign for HOPE SF, set aside slots in HSA and OEWD managed programs, and contract goals within existing grant funding to reach public housing residents. Consider locating employment services on-site.**

Rationale:	<ul style="list-style-type: none"> • Leverages existing programs and contract relationships to increase the reach of subsidized and supportive employment opportunities into public housing
Who would be Responsible:	<ul style="list-style-type: none"> • Human Services Agency, Office of Economic and Workforce Development, and the Campaign for HOPE SF
Trade-offs and Challenges:	<ul style="list-style-type: none"> • Requires prioritizing public housing residents over other eligible populations • Still challenging to make significant progress in this area

Despite low levels of employment and high rates of income support, few adults appear to be engaging with the workforce services currently funded by San Francisco. Public housing residents often have higher barriers to employment than other unemployed populations in San Francisco due to their low levels of educational attainment, higher rates of disability, and ongoing transportation challenges. The weak results of the match to workforce programming funded by the City of San Francisco suggests that the organizations currently funded to provide workforce services either do not do a sufficient job of reaching out to public housing residents and cannot overcome the barriers to participation within the public housing population. While residents are connected to the One Stop Centers, most do not appear to be using them in great depth.

In the face of these challenges, subsidized and transitional employment is a promising approach to engaging non-disabled, working-aged residents. The Campaign for HOPE SF – an effort to raise private philanthropic dollars to support HOPE SF – convened a task force of 17 leaders and experts to develop strategies for promoting economic mobility and workforce development at HOPE SF sites. Among the strategies cited was connecting HOPE SF residents to “paid subsidized, supported transitional, or social enterprise employment.”⁴⁷ Subsidized, transitional and social enterprise employment programs provide work experience simultaneously with efforts to address clients other barriers to work. The report goes on to note that, “Offering rapid connection to paid work experience is a way to ‘meet residents where they are at,’ engage their interest, and connect them to the wider array of services offered across the workforce development continuum.”⁴⁸

⁴⁷ HOPE SF, *Campaign for HOPE SF Economic Mobility Task Force: Recommendation to Campaign for HOPE SF Steering Committee*, October 2011.

⁴⁸ See footnote 47. p. 17.

The City has also recently expanded subsidized and transitional employment opportunities within some of its own programs. The Jobs Now Program, which was initiated by the Human Services Agency in 2009 and used federal stimulus funding to subsidize employment for low-income, unemployed residents, met with documented success in creating employment opportunities for workers who have had difficulty gaining employment. It continues, in a reduced form and with a smaller subsidy, to provide work opportunities for CalWORKs recipients. Similarly, the Rapid Response initiative within CalWORKs provides a targeted group of recipients, who have been sanctioned by the program for failing to meet their work requirements, with an immediate connection to paid work. It has been successful in getting recipients to reengage with CalWORKs services.

All of this interest in transitional, supportive and subsidized employment can be focused, in part, on the challenge of helping public housing residents find and keep employment. With the City investing millions of dollars in HOPE SF, it is congruent with the City's priorities to target the City's workforce development efforts and dollars towards increasing employment among public housing residents. City departments that run these programs should prioritize placements and outreach efforts in the subsidized and transitional employment programs for public housing residents. Similarly, contracts with community providers should include public housing specific goals for nonprofits that work near developments in the Southeast sector and in the Western Addition neighborhood.

Separate enrollment and placement goals for public housing residents are important because workforce programs have failed to serve this population in the past. Setting specific goals for reaching public housing residents promotes increased outreach efforts, increased enrollment of residents and successful placement of residents in work opportunities. At the same time, the goals should reflect the added barriers to success, including the safety and transportation challenges detailed in Section VIII., for public housing residents relative to other unemployed populations in San Francisco.

It is also worth considering locating additional workforce services on-site at public housing developments alongside case management from Service Connection. Programs that have located services on-site, like the Chicago Case Management Demonstration and Jobs-Plus, have shown success in moving adults in public housing into work or into better paying positions. This will, undoubtedly, have greater costs than a strategy that focuses primarily on re-focusing or re-allocating existing programming. It also presents numerous challenges, particularly around supervising workers who are stationed away from the main office. Satellite offices are also difficult to staff given the challenges of serving public housing residents (see Section VIII.). The HOPE SF City Services group should continue to explore whether it is possible to move workforce services on-site where they would as an on ramp to other services. The Jobs-Plus model provides detailed guidance on how this can work.

Unless additional funding is raised for workforce service, targeting residents with these strategies may require reducing services to the other eligible groups. The benefit of focusing on public housing residents is that by reducing the reliance of residents on benefits and public housing, those resources can be freed up to serve other families in need.

Recommendation 3:

Current outreach efforts around public benefits appear sufficient to reach households with children in public housing and should be leveraged, rather than expanded, to increase access to self-sufficiency services.

Rationale:	<ul style="list-style-type: none">• Current levels of connection to benefits are high, but employment levels are low and there is a risk of families timing out of benefits
Who would be Responsible:	<ul style="list-style-type: none">• Human Services Agency and Office of Economic and Workforce Development
Trade-offs and Challenges:	<ul style="list-style-type: none">• Making gains in employment will require additional resources beyond refocused efforts• Public housing residents are a small proportion of those receiving benefits, so it will be difficult to leverage those connections effectively

Families in public housing are well connected to the safety net of public benefits, including both income support programs and Medi-Cal insurance coverage. Past efforts to enroll this population in benefits have succeeded in connecting most of them to the benefits they are eligible to receive. This surprised some of the early reviewers of the data, in part because there had seemed to be too few households from public housing enrolled in programs. This seems to be a function of the demographics of the developments – with increasing numbers of households without children that are not eligible for benefits – rather than of failed outreach. As HOPE SF and City departments think about where to focus efforts, additional outreach for public benefits is unlikely to yield significant gains.

Instead, the focus should be on improving connection to other self-sufficiency and employment services by building on the connection to public benefits. Creating a culture of work and connecting able residents to viable jobs in growth sectors, industries that can pay a living wage is essential. This is particularly true if the City decides to adopt targeted public housing goals in its supportive and transitional employment programs. Outreach efforts for those services would benefit from being connected to the public benefits infrastructure, which has significant penetration in the population and often includes work requirements already.

One important component of leveraging existing connections to benefits is keeping public benefits caseworkers informed of potential opportunities to refer to public housing residents as part of meeting their work requirements. This will require further planning, since with large caseloads and many clients who do not reside in public housing, caseworkers may not have time to keep up on public housing-focused efforts. It would be worthwhile to consider technological solutions that flag cases with public housing addresses for caseworkers so they can refer those residents to set aside opportunities.

An additional opportunity is connecting with One Stop Career Centers to promote employment programs aimed at public housing residents in their job search systems. While residents are a small proportion of those who visits One Stops, which makes this less of a priority from the Center’s perspective, it is still a known way to connect with the population. The HOPE SF City Services Team and those nonprofits with specific contract goals tied to public housing residents will have to take the initiative to ensure the One Stop Career Centers follow-through in promoting opportunities to residents.

Recommendation 4:

Consider the need for SSI advocacy efforts for children in public housing.

Rationale:	<ul style="list-style-type: none">• Recent research by the Human Services Agency suggests that more children on CalWORKs may be eligible for SSI, which boosts family incomes• High rates of special education enrollment among children and SSI receipt among older adults suggest their may be greater incidence of both mental health and physical disabilities in this population generally
Who would be Responsible:	<ul style="list-style-type: none">• HSA

Given the high rates of SSI receipt among older adults in this population and the high numbers of children enrolled in special education, it is possible that there are children who are eligible for SSI support who are not receiving it. Recent research by the Human Services Agency has found that many children on TANF are using behavioral health services and that 18% have an individualized educational program at school because of a disability. Children’s mental health issues and disabilities often pose a barrier to parents working because of the high-needs of caring for the child. Since enrolling a child in SSI permanently increases the family’s income, it can provide much needed financial support that allows for the parent to better care for the child while returning to work.

HSA is currently exploring strategies for increasing SSI advocacy for children. The results presented here suggest that TANF recipients in public housing might particularly benefit from these efforts.

VII. Serving Households without Children in Family Public Housing

45% of households in family public housing do not currently have children under 18 on the lease.

Households without children represented a significant and probably growing portion of family public housing in San Francisco. A full 45% of the households in family housing did not have children under 18 on the lease (Table 26). The incidence ranged considerably from development to development with a few developments (Westbrook Apartments and Potrero Annex) that had a little more than a quarter of their households without children to graying developments where most households had no children (including Ping Yuen, Westside Courts, and Holly Courts).

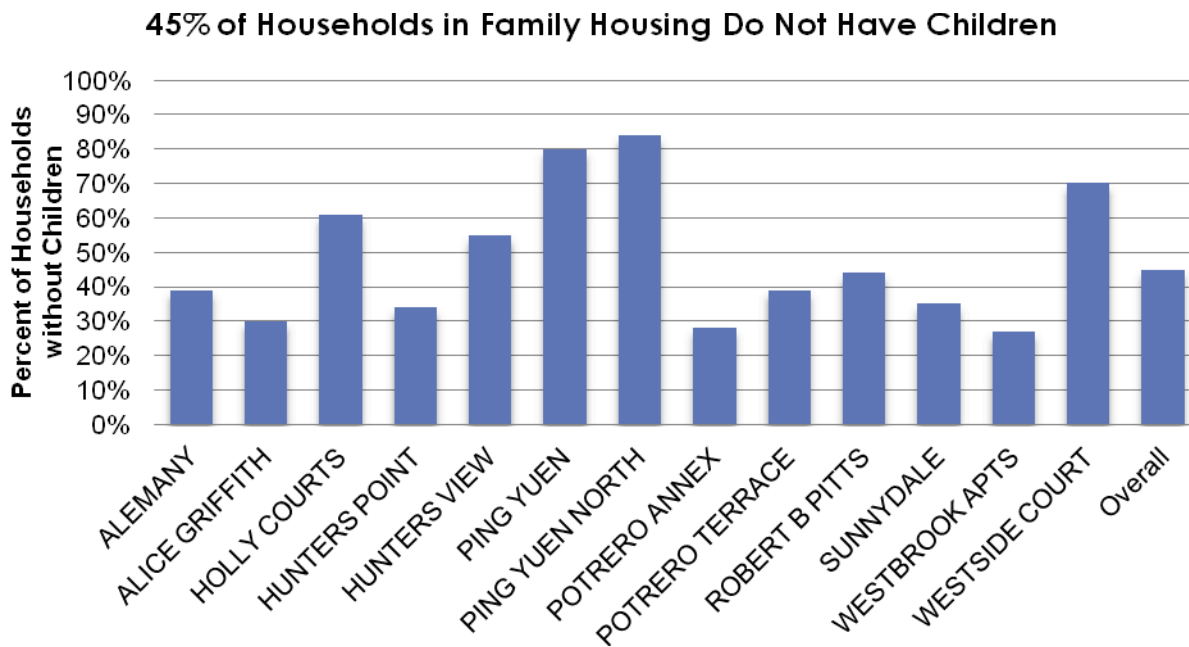


Table 24. Percent of Households without Children by Development

Data from the San Francisco Housing Authority revealed that 31% of the seniors (aged 62 or older) in San Francisco’s public housing lived in family public housing (692 out of 1,538) with the balance in senior-designated housing. San Francisco is not alone in seeing growing numbers of seniors aging in place in public housing. It is a national trend attributed to both an aging population and the construction of public housing in the 1960s and 1970s, which in turn means that the young adults who moved in when the housing opened are now reaching old age.⁴⁹ This

⁴⁹ Research suggests that nationally an equal or greater number of seniors live in multifamily public housing than in senior public housing. See: Vera Prosper, “Aging in Place In Multifamily Housing,” *Cityscape: A Journal of Policy Development and Research* 7, no. 1 (2001), <http://www.huduser.org/periodicals/cityscpe/vol7num1/ch5.pdf>

aging population presents a new challenge for public housing authorities. While there is separate housing stock for seniors and persons with disabilities, these populations are increasingly found within family public housing developments. As with the number of households without children, there was considerable variation in number of seniors from site to site (Figure 27).⁵⁰

Number of Seniors (60 or older) Varies by Development

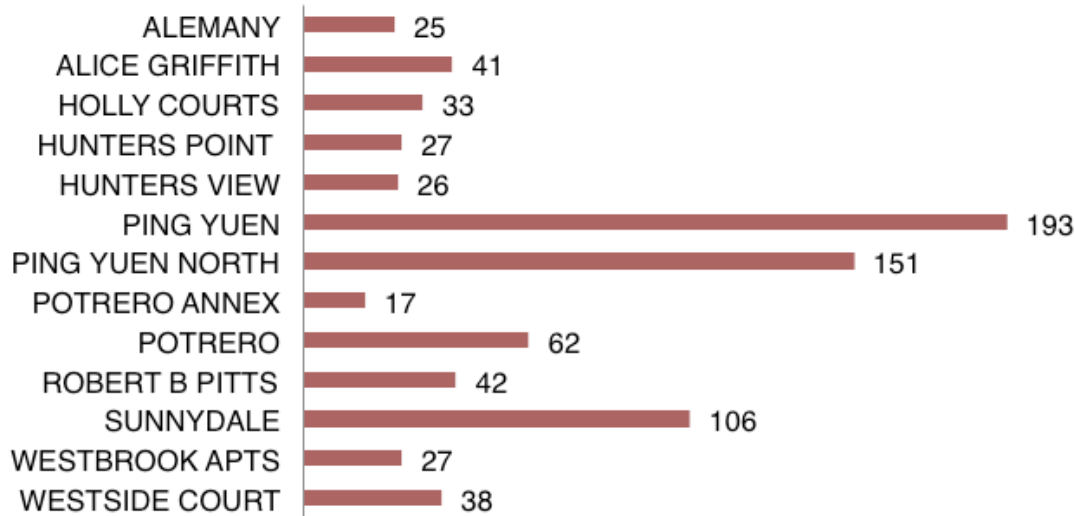


Figure 25. Number of Seniors (60 or older) in Family Public Housing by Development

In addition to the growing numbers of seniors, about 20% of the households without children had young adults (18 to 24) who remained in the home. These young adults may reflect the growing number of adult children who, as a result of the recession and a challenging labor market, do not become financially independent from their parents at 18 or 21. Generally, however, the adults in households without children in tended to be older. Almost a quarter of these residents were in their 50s and 34% were over 60. The population was also more male: 65% of adults in households without children were female, compared to 78% of adults in households with children.

Adults in Households without Children are Mostly Over 50

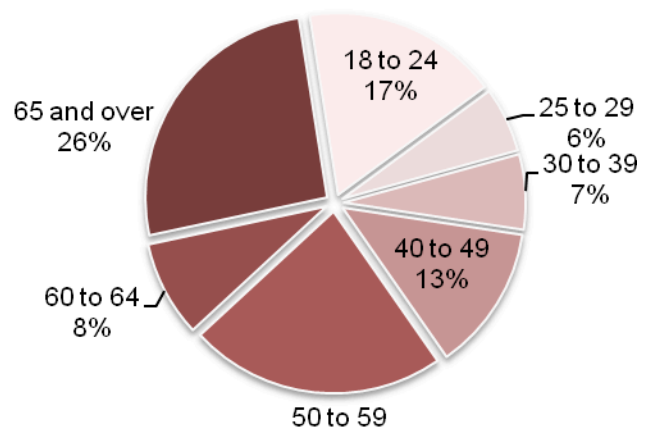


Figure 26. Ages of Residents in Households without Children

⁵⁰ This project did not explore connection to services from the Office of Aging and Adult Services in part because, when it began, it was not well understood what an important a component of the service picture those services might be. A follow-up project this summer will examine that relationship further.

Households without children are well connected to cash benefits, but have higher rates of SSI receipt and lower levels of connection to employment programs.

- **Households without children still had high rates of connection to the public benefits system and 68% of those in these households received cash assistance last year. In particular, 26% of working-aged adults in these households received SSI compared to 3% of working-aged adults citywide.**

Overall, the median income for households without children was \$10,300 a year. These households ranged in size from one to six adults with the average being 1.5. As a result, most of these households were probably below the poverty line.

People living in households without children were only slightly less likely than those in households with children to receive income support. Overall, 68% received some form of cash assistance in the last year, compared to 70% of adults who lived in households with children. The most common form of assistance was Supplemental Security Insurance (SSI): 36% of adults in households without children received SSI, including 26% of working-aged adults. By comparison, only 3% of working-aged adults in San Francisco received SSI.⁵¹

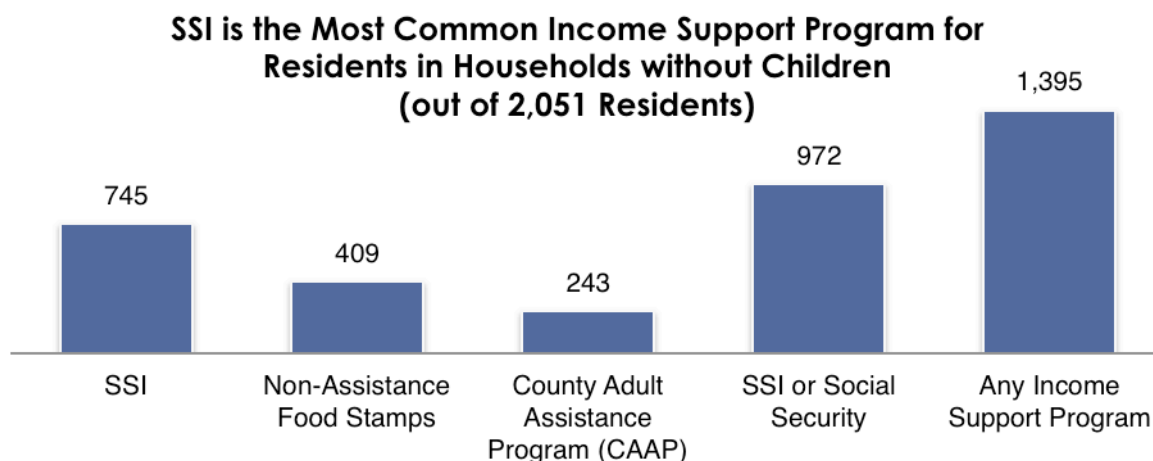


Figure 27. Income Support for Residents in Households without Children

Most adults in family public housing who received benefits through the County Adult Assistance Program (CAAP) lived in households without children (249 out of 351 total residents on CAAP in family public housing). Still, CAAP provided support to just 12% of residents in households without children, making it one of the least common sources of cash assistance for public housing residents. On average, these adults received \$2,900 in benefits from the City annually, for a total of nearly \$700,000 in direct cash assistance per year. Most of the adults receiving CAAP (60%) were enrolled in the Personal Assisted Employment Services, which provides training and supportive services to lead to long-term employment. Unlike those on CAAP in households with children, who were mostly young adults, many of the adults in households without children who received CAAP were middle-aged.

⁵¹ See footnote 27.

68% of Residents in Households without Children Received Income Support for at least part of FY 2011							
Age Group	SSI	Food Stamps	CAAP	SSI or Social Security	Any Income Support Program	Total Residents	% in Any Program
18 to 24	19	101	59	25	155	357	43%
25 to 29	18	23	12	19	45	119	38%
30 to 39	28	49	38	34	87	137	64%
40 to 49	70	83	60	80	173	265	65%
50 to 59	169	114	64	197	292	468	62%
60 to 64	84	27	8	109	133	175	76%
65 and over	357	12	2	508	510	530	96%
Total	745	409	243	972	1,395	2,051	68%

Table 28. Residents in Households without Children by Income Support Program and by Age Group

- **A majority of adults in households without children received Medi-Cal coverage primarily because of being on SSI or being elderly.**

A majority of public housing residents in households without children were enrolled in Medi-Cal for at least part of the last fiscal year. This figure takes into account the large number of adults enrolled in SSI – which automatically qualifies adults for Medi-Cal. Adults in households without children were less likely to be covered by Medi-Cal in their twenties and thirties, since Medi-Cal coverage is unavailable for adults over age 21 unless they are single parents or receiving SSI. Many of the single adults were probably covered through Healthy San Francisco, another City program, or perhaps through their employer.

51% of Residents in Households without Children Had Medi-Cal Coverage for at least part of FY 2011			
Age Group	Covered by Medi-Cal (including through SSI)	Total Number in Age Group	% Covered by Medi-Cal
18 to 24	181	357	51%
25 to 29	23	119	19%
30 to 39	42	137	31%
40 to 49	121	265	46%
50 to 59	238	468	51%
60 to 64	100	175	57%
65 and over	442	530	83%
Total	1,041	2,051	51%

Table 29. Medi-Cal Coverage in Households without Children

- **After taking into account the high proportion of adults on SSI, employment rates among adults in households without children were similar to those adults in households with children, but their connection to employment services was weaker.**

Only 32% of working-aged adults in households without children had income from wages, a business, or unemployment insurance in the last year. Once, however, the high rates of SSI

receipt were factored in, the employment picture became less grim. A majority of adults over 25 who were not on SSI worked in the last year. The employment picture for young adults was starker – with only 17% of those ages 18 to 24 reporting income from wages – but these results were hard to interpret because, as noted early, the data did not allow for the exclusion of those in training or school.

42% of Adults in Households without Children Had Income from Wages or Unemployment Insurance				
Age Group	Income from Wages or Unemployment Insurance	Total in Age Group, excluding adults on SSI	% with Wage or UI Income	No Income Reported
18 to 24	57	338	17%	236
25 to 29	51	101	50%	36
30 to 39	48	109	44%	17
40 to 49	97	195	50%	16
50 to 59	175	299	59%	16
60 to 64	40	74	54%	8
Total	468	1,116	42%	329

Table 30. Wage and Unemployment Income among Adults in Households without Children

Adults in households without children had very few matches to the community-based employment programs funded through the Workforce Investment Act (WIA) or Community Development Block Grants (CDBG). Just nine were connected CDBG funded programs and 14 had connections to WIA funded programs in the last year. In most cases, these programs reached transitional-aged youth, who were the least likely to be employed.

12% of Working-Aged Adults in Households without Children Visited an HSA One Stop Career Center in FY 2011				
Development	Wage or Unemployment Income	% of Working-Aged Adults	Visited an HSA One Stop	% of Working-Aged Adults
ALEMANY	16	23%	12	17%
ALICE GRIFFITH	21	25%	15	18%
HOLLY COURTS	24	38%	7	11%
HUNTERS POINT	25	27%	15	16%
HUNTERS VIEW	20	20%	18	18%
PING YUEN	49	35%	4	3%
PING YUEN NORTH	46	45%	5	5%
POTRERO ANNEX	18	49%	8	16%
POTRERO TERRACE	57	28%	32	16%
ROBERT B PITTS	53	37%	6	4%
SUNNYDALE	83	27%	40	13%
WESTBROOK APTS	27	33%	15	18%
WESTSIDE COURT	37	43%	5	6%
Total	483	32%	182	12%

Table 31. Number of Adults in Households without Children who visited an HSA-managed One Stop at least once in Fiscal Year 2011 by Development

While 30% of working-aged adults in households with children had visited a One Stop Career Center managed by the Human Services Agency in the last year, only 12% of those in households without children visited a One Stop (see Table 33.). Some of this reflects the significantly higher rates of SSI receipt in this population. One Stop Career Center services are generally not targeted towards connecting people with the kinds of supportive employment opportunities that SSI recipients need if they are going to work at all. In addition, those receiving CalWORKs or CAAP were much more likely to have visited a One Stop than those not on benefits. Since single adults were not eligible for CalWORKs and relatively few adults overall received CAAP, this likely also contributed to their lower connection rates.

Among the adults that visited the One Stop Centers, adults in households without children had education levels comparable to adults in households with children. Nearly a third did not have high school diplomas and only 7% had four-year college degrees.

29% of Residents Visiting a One Stop in FY 2011 Did Not Have a High School Degree

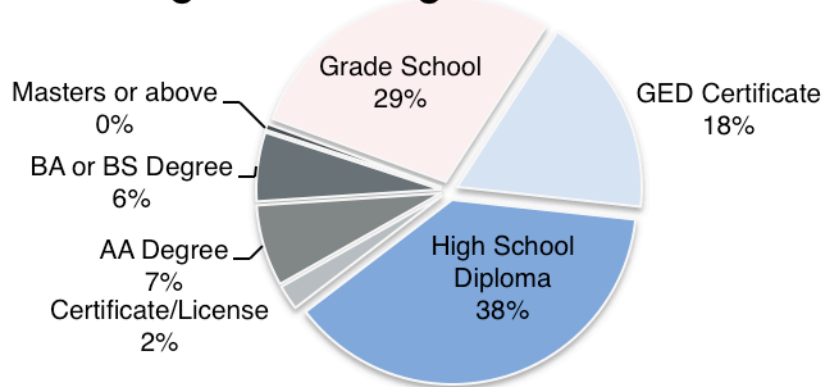


Figure 32. Highest Educational Attainment of Adults in Households without Children who Visited a One Stop in Fiscal Year 2011

Overall, then, at least half of working-aged adults in households without children did not work and most of these adults were also not accessing employment services.

Implications for Serving Households without Children

Recommendation 1: *(Same as Recommendation 2 for Households with Children)*

Target subsidized, transitional and supportive employment programs towards public housing residents by using new funds raised in the Campaign for HOPE SF, set aside slots in HSA and OEWD managed programs, and contract goals within existing grant funding to reach public housing residents. Consider locating employment services on-site.

It is clear that adults in households without children have the same low rates of connection to the workforce as adults in households with children. Nearly half the adults in households without children who were not on SSI did not report wage income. Few were connected to the community-based workforce development programs funded by the City. Compared to adults in households with children, relatively fewer used One Stop services.

Increasing the availability of subsidized, transitional and supportive employment opportunities for adults in public housing would also benefit adults in households without children who are not connected to the workforce. The presence of a group of adults without children in public housing suggests it will be critical to ensure that – if there are spaces in subsidized, transitional, and supportive employment programs set aside for public housing residents – some of those slots are available to people not on CalWORKs or enrolled in CAAP. Focusing only on adults in income support programs could miss a critical group of people in public housing who appear wholly disconnected.

Recommendation 2:

Take advantage of additional outreach to this population as part of the planned expansion of Medi-Cal coverage to low-income adults resulting from health care reform to connect adults to employment and health services.

Rationale:	<ul style="list-style-type: none"> • Medi-Cal has had success in reaching those who are currently eligible within this population and is already planning an outreach effort to reach single adults • Fewer points of contact currently exist for low-income adults
Who would be Responsible:	<ul style="list-style-type: none"> • HSA • Workforce service providers aiming to serve this population • Health providers aiming to serve this population
Trade-offs and Challenges:	<ul style="list-style-type: none"> • Fewer services available to connect this population to than for families

Unlike families in public housing, who have ties to public benefits programs managed by the City as well as to schools, households with adults have fewer connections to City programs.⁵² In particular, the high rates of enrollment in Medi-Cal among children and the elderly in public housing suggest that, when eligible, residents generally enroll in Medi-Cal services.

⁵² It should be noted here that linking the data to IHSS services and other senior focused services might add some additional nuance to this picture of households without children. But it is unlikely to reveal more connections to younger adults without disabilities.

California is currently planning to expand Medi-Cal coverage to low-income, single adults as part of implementing the Patient Protection and Affordable Care Act (more commonly known as President Obama’s health care reform law). Assuming that the Supreme Court does not derail implementation, this will entail a significant increase in outreach efforts by the Human Services Agency to single adults in order to reach and enroll this newly eligible group. Medi-Cal outreach to single adults could provide an opportunity to connect the City to adults without children to other services.

City agencies and nonprofit programs who provide workforce services – especially those who provide transitional and supportive employment opportunities – can take advantage of the opportunity this additional outreach effort presents. Possibilities range from having outreach workers for other programs of interest available at sites where Medi-Cal eligibility screening is happening to simultaneously screening applicants for referral to employment programs as well as Medi-Cal. While those efforts could be done on a citywide basis, it is at the very least clear they would be a fruitful piece of Medi-Cal outreach efforts aimed specifically at public housing residents. The data presented here suggest that many of the adults in public housing who are newly eligible for Medi-Cal are likely to be disconnected from the workforce and from workforce services.

Medi-Cal outreach will also provide an appropriate moment to think about outreach for other health services available to this population. While they were not a major focus of this research effort, mental health issues and substance abuse problems as well as chronic diseases like diabetes and asthma occur frequently in this population. The report by the Campaign for HOPE SF’s health task force highlighted the myriad health challenges faced by this population, which in turn can prevent residents from obtaining and maintaining stable employment.⁵³ Medi-Cal outreach will also be an appropriate moment to screen and enroll this population in needed health services.

Recommendation 3:

In HOPE SF service plans, articulate separate goals for those who are aging and for people with disabilities in recognition that not all adults in public housing will achieve self-sufficiency in the near term.

Rationale:	<ul style="list-style-type: none"> A significant number of people, especially in households without children, are over 60 or have a disability that impairs their ability to work
Who would be Responsible:	<ul style="list-style-type: none"> HOPE SF City Services Team Department of Aging & Adult Services
Trade-offs and Challenges:	<ul style="list-style-type: none"> Striking the right balance in recognizing the challenges this population faces without unfairly deeming them unwilling or incapable of working

Service planning for public housing residents, including HOPE SF, emphasizes self-sufficiency, but the high levels of SSI receipt and the large numbers of seniors suggest that this emphasis misses a significant portion of the population. Of the 2,051 adults in households without

⁵³ Hope SF, *Campaign for HOPE SF Health Task Force Recommendations to Campaign for HOPE SF Steering Committee*, December 2011.

children, more than 1,000 of them (49%) are over 60 or on SSI. Overall, including adults in households with children, more than 30% of adults in family public housing are either over 60 or supported by SSI. This is not to suggest that these populations cannot or do not work: many adults on SSI are capable of productive employment and 25% of San Franciscans aged 65 to 74 continue to work. But the expectation that these individuals will soon become self-sufficient is optimistic given the barriers they face to earning a living wage.

When establishing goals for HOPE SF service plans, the HOPE SF City Services team should recognize this sizable population. If seniors and persons with disabilities are going to continue living in family developments, then programs should be designed that build a supportive community for them on-site. This requires addressing the health, economic, and social needs of this population, which may be quite different from the needs of families with children.

In addition to articulating clear goals for these individuals, further research is needed into these residents' connection with In-Home Supportive Services (IHSS), which provides assistance to those who have difficulty taking care of themselves, and senior services funded by the Office of Aging and Adult Services. These groups, which have been less involved in service planning for HOPE SF up to this point, may also want to be more deeply incorporated into planning going forward.

Recommendation 4:

Consider how household structure and high numbers of seniors influence size and number of replacement units at HOPE SF sites.

Rationale:	The report highlights the greater prevalence of households without children, with seniors, and with persons with disabilities
Who would be Responsible:	HOPE SF planners and developers

With many households without children and high numbers of seniors at some sites, HOPE SF should consider how physical redevelopment of HOPE SF sites is going to accommodate smaller households, seniors, and persons with disabilities. The prevalence of these households is higher than many of the City Services' partners expected and might influence planning decisions. Final decisions about the composition of units require a careful balancing of HOPE SF's commitment to not displacing residents, the great need for affordable family housing in San Francisco, and a variety of financial and construction realities (which are beyond the scope of this report).

As such, this recommendation merely highlights the possible need for further discussion of how the demographics of the developments in HOPE SF should impact the physical redevelopment of those sites.

VIII. Shared Service Delivery Challenges in Public Housing

Limited transportation options and criminal activity in and around the developments make it difficult to deliver services.

- **Service providers cite transportation difficulties and client fears about safety as two of the most prominent barriers to service delivery.**

In interviews with service providers, including staff at the Bayview YMCA and the director for Workforce Services at the Human Services Agency, the most commonly cited barriers to serving residents were the limited transportation options and high crime rates around public housing. Similarly, concerns about transportation and safety were echoed in an online survey sent to Executive Directors and Program Directors at nonprofits whose organizations provide services to public housing residents. In the survey, the most commonly cited barrier to serving residents was transportation (12 out of 18 organizations), followed closely by safety (11 out of 18 organizations) and the related notion of “neighborhood turf issues for clients” (10 out of 18 organizations).

Top Five Barriers to Serving Public Housing Residents (out of 18 organizations)		
Transportation	12	67%
Safety	11	61%
Difficulty building trust with the community	11	61%
Lack of coordination with other service providers	11	61%
Neighborhood turf issues for clients	10	56%

Table 33. Barriers to Serving Public Housing Residents

On the transportation side, the physical isolation of the developments, particularly those in the Southeast sector of San Francisco, makes it difficult for residents to reach the service and employment opportunities clustered in more central or downtown areas. Public transit options from the Southeast developments are limited and, where they exist, require long travel times.

Safety concerns, linked to the high rates of crime in and around the developments, also prevent residents from accessing services because they fear leaving their homes or the development. Turf lines that divide gang territories within the neighborhood as well as concerns about robbery and assault prevent people from traveling to receive even services that are close to their housing. They can also make service providers wary of sending staff on-site to do outreach or deliver services.

In commenting on the barriers faced by residents, one survey respondent noted that, “Accessing transportation is difficult for seniors in public housing” and that this was compounded by seniors’ “fear of being robbed” if they leave their apartments free. Another respondent similarly noted that, “Families [and] youth are often apprehensive about traveling outside their community to receive services.” No matter what the age group, service providers report that safety and transportation are significant barriers to reaching residents.

- **The San Francisco Police Department housing liaisons are tasked with creating safety and enforcing Housing Authority policy on-site, but are not well integrated with service providers.**

While it is unlikely that neither residents, providers, nor the police department would want police to escort residents to service providers or providers to residents, the police do encounter residents in public housing in different ways than they do other neighborhood residents. As a result of their contract with the Housing Authority, the Housing Authority calls in the police to follow-up on situations where the agency has concerns about lease violations. In this capacity of working to enforce lease policies, the police interact with residents in non-criminal situations. It may be appropriate for them to provide service referrals. The officers interviewed expressed a willingness to help residents engage with providers when meeting them in this and other, similar contexts at the developments.

Both public and private services providers have difficulty building trust with residents – a problem often compounded by the difficulty of recruiting and retaining trusted staff.

While transportation and safety pose barriers that keep residents from meeting with providers they know and trust, providers also struggle to build and maintain relationships with residents and to coordinate services with other providers. In the survey of community-based organizations that serve public housing residents, 11 of 18 organizations cited difficulties in building trust in housing communities as a barrier to service delivery. Similarly, residents at Hunters View expressed deep skepticism about city government. Among the residents surveyed, 50% disagreed with the statement: “I believe that local government officials in San Francisco have my community's best interests at heart.” Given past, unsuccessful efforts to transform public housing, neither the skepticism expressed by residents nor residents’ distrust of service providers is wholly surprising.⁵⁴

The high levels of distrust make recruiting staff members that residents feel confident in working with a critical component of successful service delivery. The leadership of the Bayview YMCA noted that it had taken several years of work and close partnerships with long-time community organizations to build trust. Holding cultural events that brought the community together, partnering with community leaders, and using a strengths-based approach to service had helped them increase their reach. Similarly, in the survey of providers, several organizations noted that they had success in building trust in the community either by hiring a resident or working through trusted and connected service providers. As one organization put it succinctly, the most successful strategies for working with residents are “[w]orking with a well connected and trusted resident or resident service coordinator to put on program” and “[h]olding consistent programming to gain trust and build reputation.” Another respondent noted that, “hiring from the community opens many doors.”

⁵⁴ It is important to keep in mind that, to the extent past efforts were successful in helping some residents move out of poverty or become self-sufficient, those residents have probably left the development, leaving behind a group with ever more challenging barriers. In San Francisco, this is probably compounded by the lack of affordable housing: successful families may leave not just the development, but the surrounding neighborhood and city.

But retaining this staff is a difficult challenge too, especially given the challenges faced by the residents. For example, the Service Connection pilot at Hunters View has met with staff recruitment and retention challenges because of the depth of residents' needs, ongoing safety issues, and the isolation, at times, of working on-site at the developments. The negative impacts of the lack of coordination with other providers – a barrier cited by 11 of 18 organizations as important – manifests itself in part in the isolation and burnout of workers on the ground who struggle to deal with clients' multiple challenges.

This web of issues that undermine the development of a strong set of relationships between providers and residents are not unique to San Francisco. Chicago experienced similar challenges in their intensive case management demonstration. As their case managers implemented more intensive services and reached out to those who had not been engaged before – rather than focusing primarily on those who sought out services for themselves – they encountered enormous barriers to change. The case managers themselves needed more support to cope with the work. The Chicago Housing Authority and their nonprofit provider, Heartland, eventually landed on a model with, “regular, small-group meetings to review cases and provide support where staff were able to freely vent their concerns and frustrations, work through challenging cases, obtain support when feeling overwhelmed, and receive ongoing reinforcement of the training they received.”⁵⁵ Coordinating services to solve problems more holistically and breaking down the isolation of staff can help to retain staff. This, in turn, can allow them to stay long enough to build residents' trust and work with residents that have more complex challenges.

There is poor understanding of Housing Authority policies among the social and human service providers that work with public housing residents.

Time and time again in interviews with program managers and in the survey of community-based organizations, people admitted to a lack of clarity around the Housing Authority's policies for families in public housing. They did not understand how involvement with their own program or agency could impact housing. For example, how would child welfare workers removing children from their parents' home impact the parents' eligibility for housing, even if the case plan still calls for returning the children to their home? How would rent change if a young adult enrolled in food stamps and a training program? It is difficult to give clients' consistent advice in these situations given how little service providers understand about housing policies.

⁵⁵ Popkin, Susan J., Brett Theodos, Liza Getsinger, and Joe Parilla, *Supporting Vulnerable Public Housing Families: A New Model for Integrating Services*, December 2010, Urban Institute, <http://www.urban.org/UploadedPDF/412255-New-Model-for-Integrating-Housing.pdf>.

Implications of Shared Service Delivery Challenges

Recommendation 1:

Address safety and transportation challenges explicitly in service planning efforts, particularly for the HOPE SF initiative, and bring together service providers who work in the same developments or neighborhoods to cooperate on these issues.

Rationale:	<ul style="list-style-type: none"> Safety and transportation challenges are not always explicitly addressed in service planning but are widely shared
Who would be Responsible:	<ul style="list-style-type: none"> HOPE SF City Services Team Community-based organizations that work with Campaign for HOPE SF (transportation fund/pilot)
Trade-offs and Challenges:	<ul style="list-style-type: none"> Service providers are not always the best positioned to tackle these issues

Both public and private service providers who work with public housing residents experience challenges in delivering services because of the safety and transportation issues faced by residents. While these issues are not the focus of the efforts of social service providers, they offer a fruitful place for organization to work together to find solutions. Rather than bringing together organizations to focus on more nebulous issues of coordination, organizations that serve clients in public housing could be brought together to discuss the concrete problems of how to get residents to services and how to reduce the safety concerns that keep residents from accessing services.

Service providers may struggle to develop solutions because they do not have the resources to tackle these issues on their own. They might be more effective, however, at garnering those resources if organizations can propose solutions at greater scale, cutting across service needs. For example, HOPE SF may be able to look at initiative-wide strategies for dealing with these challenges and draw on its financial resources to back-up strategies that transport residents to several service providers.

These discussions are also an opportunity to bring residents into the conversation. Residents will likely have the best knowledge of strategies that will succeed in making it more possible for them and their neighbors to access all different types of services. One of the Jobs-Plus demonstrations has success with a resident-driven strategy that organized groups of residents to travel together on public transit to access services, improving the safety of those who sought assistance.⁵⁶ Residents and providers might be able to arrive at creative solutions to the transportation challenges if given the space and support to tackle these issues.

⁵⁶ Susan Blank and Donna Wharton-Fields with Susan Neuffer. *Helping Public Housing Residents Find and Keep Jobs: A Guide for Practitioners Based on the Jobs-Plus Demonstration*, MDRC, December 2008, <http://www.mdrc.org/publications/506/full.pdf>.

Recommendation 2:

Develop regular, joint outreach efforts on-site at developments and support groups for on-the-ground workers in addition to continuing to refine the Service Connection model at HOPE SF sites.

Rationale:	<ul style="list-style-type: none"> • Difficulty in building trust in public housing is a major reason that services do not reach public housing residents with the depth or breadth desired • Trusted staff are difficult to retain because they tend to burnout when confronted daily with the challenges of serving residents
Who would be Responsible:	<ul style="list-style-type: none"> • Service Connectors at HOPE SF sites • Service providers with public housing specific goals: family resource centers, community-based organizations serving in community schools or on-site at developments, and workforce programs targeting public housing residents • Campaign for HOPE SF to support case conferencing and capacity building for the on-site teams
Trade-offs and Challenges:	<ul style="list-style-type: none"> • Periodic outreach efforts are much more piecemeal than ongoing, on-site services, so they may not provide a deep enough connection

Faced with the difficulties of building relationships in the community, community-based organizations prioritized assistance in recruiting culturally competent staff and in conducting outreach as key strategies for helping them improve services to public housing residents.⁵⁷ Both of these issues are related to the difficulties that organizations have in building relationships with public housing residents.

What model, if any, would your organization find most worthwhile for better coordinating its services to public housing residents with the City and other providers? (out of 18 respondents)		
Conducting periodic, joint outreach efforts	5	28%
Having caseworkers on-site who refer residents to your services	4	22%
Increasing communication by bringing you together with other providers who serve the same residents	4	22%
Participating in a centralized body of providers to coordinate referrals	1	6%
Locating some of your services on-site alongside other providers	1	6%
None of the above - coordination is not a key barrier to serving residents	1	6%
Other	2	11%

Table 34. Coordination Models for Public Housing Services, Survey Responses

Similarly, while there was little consensus among nonprofit contractors on the best way for them to achieve greater coordination, there was a strong sense in the responses that working together can help build trust. When asked what model of coordination organizations would find

⁵⁷ By far the most common additional support desired by nonprofits was additional funding either to improve or expand their current programs (14 of the 18) or to develop new programs (11 of the 18).

most helpful, half the respondents expressed an interest in the models that would increase their relationships with residents. Five organizations felt that periodic, joint outreach efforts would be the most worthwhile strategy while four felt that having a caseworker on-site – as with the Service Connection model – would be the most effective strategy. Fewer organizations were interested in models that focused on increasing communication across providers, such as bringing together those serving the same development or creating a centralized body that coordinates referrals.

Opportunities for organizations to engage in outreach with trusted partners on-site could provide a cost-effective way to increase residents’ connection to services. Rather than adding additional case management or referral services, joint outreach efforts would seek to engage more residents in existing services. To succeed, these outreach efforts should also engage residents in helping to conduct the outreach. The residents must be chosen carefully, however, and trained to provide services in a professional manner.

Partners will need to further discuss the precise details of the outreach efforts to develop an effective strategy. If providers of family support, school-based and workforce services are asked to target public housing residents specifically in their contracts, these organizations would be the appropriate partners to take the lead in organizing joint outreach efforts. Those targets will create an incentive to increase the number of residents that their organizations serve. It will be critical to make these efforts more than a one-time event; otherwise, they will once again fail to achieve the consistency needed to create trust in public housing communities.

Service Connection – which provides greater depth than occasional outreach efforts – offers the potential for greater success in the long run because it builds longer-term relationships. It will be important to continue to monitor those efforts at HOPE SF sites and refine the model.

Finally, it might also be worthwhile to consider bringing service connectors together with other workers who serve on the ground in these communities for mutual support in the face of burnout. Simply acknowledging the difficulties of working with residents and giving service providers a space, free from judgment, to discuss the challenges might help improve retention of good workers as it did in Chicago. It would also, indirectly, improve coordination of services by giving workers an opportunity to develop relationships with others who serve the same clients in the same development. As such, it might be a precursor towards deeper collaboration.

Recommendation 3:

Institutionalize a simple, concrete mechanism for ensuring all those working on the ground in the development, including police officers, property managers and nonprofit outreach workers, can respond to the most common referral requests from residents.

Rationale:	<ul style="list-style-type: none"> On-the-ground workers from a variety of partners need a simple mechanism for referring residents to resources
Who would be Responsible:	<ul style="list-style-type: none"> SFHA and HOPE SF on-site case managers HOPE SF City Services team
Challenges:	<ul style="list-style-type: none"> Agreeing on the list of providers for the list Institutionalizing and maintaining it from year to year

With the variety of ever-changing programs and resources available to residents, it can be hard to keep all those working on the ground in the developments informed of resources. To facilitate connections, each development should have a list of ten to twelve key providers – no more than would fit on an index card – that could be distributed to residents, property managers, police liaisons assigned to the housing development, and outreach workers from local nonprofits. It could also be posted in the property management offices. The list would not be intended to be comprehensive, but instead to allow for quick referrals to the critical organizations serving that development.

Of course, an index card or poster does not in itself develop relationships or knowledge among all those working on the ground. It is, however, simple enough that new staff working on-site in a development could be handed the card and use it to make referrals on day one, thereby mitigating some of the impact of turnover. Workers would not need to make additional phone calls or conduct Internet searches to identify the resources they would like to refer a client to (although making a version as a mobile phone application would not hurt). Anyone who conducts outreach or provides services in the development could carry it in their pocket or with an ID badge around their neck.

The main challenge in creating this list is to limit the list to a manageable set of ten or twelve organization, since partners may not agree on which services are the “most” important or relevant. Three relevant criteria for selecting the key organizations would be: organizations that are located on-site or within a few blocks, organizations that are commonly used by residents at the site, and neighborhood organizations designed and funded specifically as hubs for referrals and information. Applying this criteria, an example list of providers might then include: the on-site case managers or Service Connectors, the property manager, the police substation, nonprofits providing on-site programming (for example, the Boys & Girls Club Program at Sunnydale), and then the neighborhood’s Beacon center, One Stop, family resource center, and senior center.⁵⁸ The list should also be vetted with resident leaders to ensure the organizations are trusted partners in the community.

To keep the list relevant, it could be updated annually to make sure that the contact information and the organizations chosen are still relevant. Responsibility should live with the on-site case manager or the staff of the HOPE SF City Services team. It would also make sense to do it in the late summer, close to the beginning of the fiscal year and school year, since many programs run either on a school year or fiscal year cycle.

⁵⁸ Providers not on the list include resources for obtaining public benefits, which residents generally seem to know how to access, and specialized educational and workforce programs. This is not because these resources are not important, but because the list is intended to offer high-level referrals to services that can provide targeted referrals.

Recommendation 4:

Develop a simple, clear description of how changes in income, changes in benefits, and interactions with the child welfare or criminal justice systems relate to Housing Authority policies around housing eligibility and rent.

Rationale:	<ul style="list-style-type: none">• Service providers have a poor understanding of how to tailor services and communications to public housing rules
Who would be Responsible:	<ul style="list-style-type: none">• SFHA• Mayor’s Office of Housing• HSA
Challenges:	<ul style="list-style-type: none">• Oversimplifying policies could lead to miscommunication if staff using the guide do not understand its role• Promoting use of the guide to ensure sufficient usage

As noted above, service providers in the city and in the community often do not have a good understanding of Housing Authority policies. As a result, those working with residents cannot verify residents’ understanding of the policies and cannot tailor their services to best fit the needs of the residents.

A simple, clear description of the basic policies around housing eligibility and rent, particularly as they relate to income changes and to systems-involvement, would help community partners who work with residents to be more effective partners. Service Connectors, child welfare workers, caseworkers for CalWORKs and CAAP, probation officers, and community providers should have access to these guidelines online in order to quickly refer to them when working with residents. All of the providers should be informed, of course, that the guidelines are not the same as official Housing Authority decisions and that the partners are expected to communicate this clearly to their clients when providing advice.

As part of the initial rollout of the guide, the Housing Authority should brief partners on the guide at the forum for the community-based service providers convened by HOPE SF and a meeting with program supervisors identified by the HOPE SF City Services team. The briefing would give service providers the opportunity to ask questions about the guide and the Housing Authority more generally. A webinar format might also be helpful, since it could be recorded and be posted for partner organizations on a website for future reference. These presentations, however brief, could help alleviate some of the confusion that exists about Housing Authority policies as well as promote use of the guide.

IX. Conclusion

Better Targeting and Coordination Can Contribute to Better Outcomes for Public Housing Residents

Public housing in San Francisco serves a relatively small number of San Franciscans, but a significant portion of the most vulnerable and impoverished residents in the city. This report presented findings of the City's first attempt to match data from across departments to a list of public housing residents in order to understand how it serves public housing residents. The process has highlighted both the strength of San Francisco's rich network of services in supporting these families as well as the challenges these families continue to face in building healthy, successful lives.

By drawing on the results to better understand the relationship between the City and public housing residents in San Francisco, the report has also identified opportunities for better targeting and better coordination in service delivery. These opportunities have the potential to improve outcomes for public housing residents without much additional expense. But they are not without costs. The City and its partners must commit to focus its social service resources on public housing residents – even though they residents are sometimes more difficult to serve – and to hold themselves accountable for achieving results in public housing communities. The portrait of residents' connection to services in the report is, then, not only evidence for future planning, but also a benchmark against which the City can judge its success in improving service delivery to public housing residents.

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Appendix A. Details of Data Matching

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
 - 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

Child Welfare Data

For the referrals to Child Protective Services, the extract from the CWS-CMS data system contained all referrals that occurred from July 1, 2009 to December 31, 2011. Since one referral can contain multiple children from the same family and a child can have multiple referrals, there were 10,826 rows of data (which each represent one referral for one child) covering 6,429 different referrals for 7,999 different children. Since data on referrals is often messy, probabilistic matches identified by Link Plus were used to determine which data matched. After reviewing the matches, there were 884 children (11% of the 7,999 children) who had at least one referral and 1,351 different rows of data (12.5% of the 10,826 rows).

For the case data, the extract from the CWS-CMS data system contained all cases that were active at any point from July 1, 2009 to December 31, 2011.

For the analysis of removals from public housing, an extract with all removals in the last ten years was pulled. Since data is more reliable in the last five years, the last five years were also examined separately. The data was cleaned and matched to a list of all public housing addresses.

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. There were also

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.

Adult Probation

There were 5,916 unduplicated individuals on the January 2012 extract from Adult Probation, which lists all adults on their caseload. Of these, 44 matched exactly on social security number to the SFHA master list. Since many of the individuals on the adult probation list do not have a social security number listed, a second match was performed. An additional 38 individuals matched on date of birth, last name, and first three letters of first name to the master list.

Since there was concern that adults interacting with adult probation would be less likely to be on a lease, the list from adult probation was also matched into the list of those identified as “off-lease” on the basis of using a Sunnydale address to claim benefits. A search of public benefits data by address had identified an additional 593 people (371 of whom were adults) who used a Sunnydale address to claim benefits in June 2011 but were not listed on the lease in November 2011. Of the 371, 13 matched to the adult probation caseload either on social security number or on date of birth, last name, and first three letters of first name.

Additional Datasets for HOPE SF Evaluation

Several additional datasets were matched into the master dataset for the HOPE SF evaluation. These datasets were not used for this report, since they applied only to a small subset of the families in this report. These datasets were:

- Needs Assessments and Referral data from the Service Connectors at Hunters View and Alice Griffith
- Community building program participation from Mercy Housing at Sunnydale and Bridge Housing at the Potrero developments reported to the Mayor’s Office of Housing about their efforts to do outreach around HOPE SF
- Detailed information on job placements from a subset of those who participated in workforce development programs through Community Development Block Grant or DCYF grant funds

Questions for Further Research

The dataset constructed for this project opens up a number of additional possibilities for further research and matching to other City data. This section describes a few of these opportunities.

Matching on additional datasets:

- Use of In-Home Support Services
- Connection to the Juvenile Probation Department
- Connection to child care subsidies administered by the Children’s Council of San Francisco

Additional explorations within the current dataset:

- Connection to public benefits and services by residents in public housing for seniors and persons with disabilities

- Using the site-level data from DCYF on where children access services to map their use of services relative to their school and their home
- Mapping the relationships between schools and the developments

Appendix B. Interviewees and Early Reviewers

As part of the research for this project, I interviewed key stakeholders. I also shared early results of the project with members of the HOPE SF City Services Team, who contributed data. Their comments on the interpretation and meaning of the results were a critical part of the analysis.

Stakeholders Interviewed for this Project

Steve Arcelona	Deputy Director for Economic Support & Self-Sufficiency, Human Services Agency
Jim Whelly	Workforce Services, Human Services Agency
Michael Wald	Scholar, Former Executive Director of the Department of Human Services
Brigette Lery	Analyst, Planning Department, Human Services Agency
Gina Fromer	Executive Director of the Bayview YMCA
Eason Ramson	Director at the Bayview YMCA
Neal Hatten	Associate Executive Director of Bayview YMCA
Sgt. Hector Jusino	SFPD Housing Unit - Patrol Specials Liaison, Operations Bureau
Officer Yvette Poindexter	SFPD Housing Unit - Patrol Specials Liaison, Operations Bureau
Debby Jeter	Deputy Director for Family & Children's Services, Human Services Agency
Kate Bristol	Consultant
Wendy Still	Chief, Adult Probation

HOPE SF City Services Team Members who Commented on Early Findings

September Jarrett	Mayor's Office of Housing
Amy Tharpe	Mayor's Office of Housing
Courtney Graham	San Francisco United School District
Kyle Pederson	San Francisco Housing Authority
Linda Martin-Mason	San Francisco Housing Authority
Max Rocha	Department of Children, Youth and Families
Nancy Waymack	San Francisco United School District
Steven Currie	Office of Economic and Workforce Development
Melissa Howard	Mayor's Office, Budget
Maria X. Martinez	Department of Public Health
Noelle Simmons	Human Services Agency

Appendix C. Interview Questions

While questions varied from interview to interview, the general protocol for interviews with stakeholders was:

- Tell me about your experience working with public housing residents.
- What are the biggest challenges facing low-income families in San Francisco today?
- How, if at all, is the population in public housing in San Francisco distinct from the low-income population more generally in San Francisco?
 - For example, are they generally more or less connected to services?
 - Do they have different kinds of needs or similar service needs?
 - Are there distinct barriers to serving public housing residents?
- The project involves examining clients' connection to services. Do you think clients are generally connected to the services they need? If not, why not?
- What do you see as the major challenges of serving public housing residents for City?
 - Lack of connection to services versus other issues (quality, connection, capacity) with services? Safety and transit?
 - Why do communication and collaboration among service providers matter?
 - Can you rate the relative importance of collaboration versus improvement in quality of services versus capacity gaps versus connection gaps?
- What can we learn from the data-sharing across City departments?
- Is there anything else that is important for me to know about public housing residents in San Francisco?

Appendix D. Survey of Community-Based Organizations

The City and County of San Francisco is currently studying the services used by its public housing residents and thinking about how to better serve them. We are conducting a survey to gather feedback from community-based organizations that work with residents of public housing on their experiences serving this population and on how services could be improved. We recommend that this survey be completed by the Executive Director or by the Program Director (or Directors) with the most knowledge of how your organization serves public housing residents. If your organization does not serve many public housing residents or you do not have a sense of which clients live in public housing, you do not need to take this survey.

The survey will take about 20-30 minutes to complete and is available online. If you have any questions, please feel free to contact Emily Gerth at the Human Services Agency at emily.gerth@sfgov.org or (415) 557-5584.

1. What services does your organization provide?

- Academic Support
- Child Care
- Child Development
- Employment Services
- Family Support
- K-12 Education
- Medical Care
- Mental and Behavioral Health
- Senior Services
- Transportation
- Violence Prevention
- Youth Enrichment
- Other (please specify)

2. Which age groups or populations are the targets for your services?

- Early Childhood (children under 5)
- School-Age Children (5 - 12)
- Teenagers (13 - 17)
- Transitional Age Youth / Young Adults (18 - 24)
- Parents
- Adults without Dependents
- Families (both parents and children together)
- Seniors
- People with disabilities
- Other (please describe)

3. Briefly describe the services your organization offers that reach the residents of public housing development. Include your best estimate of how many residents you serve each year.

4. Below is a list of the largest public housing developments in San Francisco. Which developments do your clients come from?

- Uncertain
- Sunnydale (Blythedale, Brookdale, Santos)
- Potrero (Connecticut, Missouri at 23rd, 24th, and 25th St.)
- Alice Griffith (Cameron, Nichols, Griffith)
- Hunters View (Middle Point, West Point)
- Hunters Point (Kirkwood, Jerrold, Griffith, Oakdale)
- Ping Yuen (Pacific at Stockton)
- Alemany (Alemany, Ellsworth, Connecticut)
- Holly Courts (Highland, Appleton)
- Robert B Pitts (Scott, Eddy)
- Westside Court (Sutter, Baker, Broderick)
- Westbrook (Kiska, Northridge, Harbor)
- Rosa Parks (Turk at Webster)
- J. F. Kennedy (Sacramento at Fillmore)
- 1750 McAllister Street (near Divisadero)
- 1760 Bush Street (at Gough)
- 1880 Pine Street (at Gough)
- 3850 18th Street & Dorland (at Church)
- Woodside Gardens (Woodside near Portola)
- 990 Pacific (at Mason)
- 666 Ellis Street (at Hyde)
- 320 330
- Clementina (at 4th St)
- Other developments not listed here

5. Do clients who live in public housing developments have different characteristics, needs, or barriers to service than other low-income clients who do not live in public housing? Please explain.

6. What barriers make it challenging for your organization to serve public housing residents? Please check all that apply.

- Public housing residents need more support than other clients
- Difficulty building trust with the community
- Eligibility rules that prevent serving some clients in need
- Mental health issues of clients
- Lack of coordination with other service providers
- Neighborhood turf issues for clients
- Safety
- Transportation
- Program is at capacity; cannot serve all residents who need services
- None of the above
- Other (please specify)

7. What strategies has your organization found successful in overcoming these barriers to outreach and service delivery for public housing residents?

8. Please rank the top 4 supports your organization needs or would be interested in having to improve its services to public housing residents.

- Additional funding for improving or expanding current programs
- Additional funding for new programs targeted to residents
- Assistance in recruiting culturally competent staff
- Assistance in training staff
- Assistance in conducting outreach
- Information about public housing and HOPE SF
- Information about other services available to residents
- Links to other service providers
- Opportunities to coordinate with other service providers
- Space to see clients on-site
- Support for staff safety
- Other (please specify)

9. Many organizations partner with or make referrals to other organizations to ensure clients get the services they need. Help us understand your partnerships in each of these service areas:

10. For any of these service areas, do you feel San Francisco lacks the capacity or the quality of services public housing residents need? If yes, which ones?

	We partner with other organizations that provide this service	We make referrals for clients to this service	We want to learn about how we can partner with this service	We want to learn about how clients can access this service	N/A (Not an area we would partner or make referrals in)
Academic Support					
Child Care					
Child Development					
Employment Services					
Family Support					
K - 12 Education					
Education					
Medical Care					

Mental and Behavioral Health					
Public Benefits (e.g., Food Stamps, SSI)					
Safety					
Senior Services					
Youth Enrichment					
Youth Violence Prevention					
Other (please specify)					

11. What model, if any, would your organization find most worthwhile for better coordinating its services to public housing residents with the City and other providers?

- Increasing communication by bringing you together with other providers who serve the same residents
- Locating some of your services on-site alongside other providers
- Participating in a centralized body of providers to coordinate referrals
- Having caseworkers on-site who refer residents to your services
- Conducting periodic, joint outreach efforts
- None of the above more - coordination is not a key barrier to serving residents
- Other (please specify)

12. How can the City better organize its services, and the services that it funds through community based organizations, to improve the outcomes for children, families, and seniors living in public housing developments?

13. What else is important to know about serving public housing residents?

14. What is the name of your organization?

Appendix E. Brief of Overview of Programs and Services

This section provides a brief description of the public benefits and social service programs referenced throughout the report.

CalWORKs: California's version of the federal welfare-to-work program for low-income adults with dependent children. CalWORKs, or the California Work Opportunity and Responsibility to Kids program, is administered by HSA. Clients receive a monthly cash grant funded in part by the federal government's Temporary Assistance for Needy Families (TANF) program. Clients have a lifetime limit of 60 months for federal assistance and 48 months for state assistance. After those limits are exhausted, the *Safety Net* program continues to provide reduced benefits on behalf of the children. Adults participating in CalWORKs are required to participate in welfare-to-work plan activities if they are employable. CalWORKs recipients are also eligible for supportive services including Medi-Cal health coverage, child care, job training and placement and transportation benefits.

County Adult Assistance Programs (CAAP): San Francisco's general assistance programs for indigent adults without dependent children. CAAP is administered by HSA. The program serves very low-income San Francisco adult residents without dependents through four programs: Personal Assisted Employment Services (PAES), Supplemental Security Income Pending (SSIP), Cash Assistance Linked to Medi-Cal (CALM) and General Assistance (GA). These four programs, which are unique to San Francisco, were created to provide more opportunities to engage those individuals formerly served only by General Assistance, the most basic financial safety net. CAAP determines eligibility and issues benefits to clients who are not eligible for other state or federal cash aid programs.

Family Resource Centers (FRCs): HSA, DCYF, and First 5 jointly contract with neighborhood Family Resource Centers to provide parent education, mentoring, case management and counseling services, along with childcare and other activities which serve to strengthen families and improve the well-being of children.

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 or even prepared meals at participating restaurants. The CalFresh Program helps to improve the health and well-being of qualified households and individuals by providing them a means to meet their nutritional needs. Those who receive SSI/SSP benefits are not eligible, but other members of their household may be. *Non-assistance food stamps* are those given to individuals not receiving benefits through CalWORKs or CAAP.

Jobs Now: A program administered by the Human Services Agency, Jobs Now which has placed over 5,000 individuals in jobs since 2009. Job Now offers private employers a generous subsidy to hire eligible job seekers. Originally funded through one-time, federal stimulus funds and open to all low-income adults, current Jobs Now opportunities are limited to CalWORKs and PAES participants.

Medi-Cal: California's version of Medicaid, the federal public health insurance program which provides free or low-cost health care coverage for low-income people, including: families with

children, seniors, persons with disabilities, children in foster care, pregnant women, low-income people with specific diseases such as tuberculosis, breast and cervical cancer, or HIV/AIDS, and undocumented immigrants, who may be eligible for pregnancy or emergency-related benefits.

Other health insurance programs: *Healthy Families* is a state program for children and parents that earn too much to qualify for Medi-Cal. *Healthy Kids* is a local program that covers children and young adults who don't qualify for Medi-Cal or Healthy Families. *Healthy San Francisco* is a new local health coverage program of last resort for San Francisco residents who would otherwise be uninsured. The various programs can be accessed through the Medi-Cal Health Connections office at HSA, SF General Hospital, or one of the City's public health clinics.

One Stop Career Link Centers: The One Stop Career Link Center System provides an array of workforce services for San Francisco jobseekers. Services include career planning, job search assistance and retention services in order to enhance the skills and aptitudes of San Francisco's workforce and to assist them with finding employment as quickly as possible. Five of the nine centers are managed by the Human Services Agency; community partners manage an additional four centers that are not included in the data portion of this analysis.

Preschool for All is the City's free universal preschool initiative for all four-year olds in San Francisco. First 5 administers the funds and support for the program.

Public Housing: The San Francisco Housing Authority manages public housing in San Francisco. The rules and regulations that govern Public Housing Authorities are determined by the U.S. Department of Housing and Urban Development (HUD). These rules and regulations are also referenced in the Code of Federal Regulations 24 (CFR) and a new CFR is released each year with updated rules and regulations. The formula used in determining rental payment is the highest of the following:

- 30% of monthly adjusted income (after allowed deductions)
- 10% of monthly income
- \$25 Minimum Rent
- Flat Rent, a below market rate determined by the local housing market conditions.

Family public housing targets families with children while housing for seniors and persons with disabilities is targeted towards those populations.

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 you have a medically determinable 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. Those on SSI are automatically qualified for Medi-Cal.