

Management Audit of Communities of Opportunity

**Prepared for the
Board of Supervisors
of the City and County of San Francisco**

**by the
San Francisco Budget Analyst**

October 15, 2008

CITY AND COUNTY



OF SAN FRANCISCO

BOARD OF SUPERVISORS

BUDGET ANALYST

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October 15, 2008

Honorable Aaron Peskin, President
and Members of the Board of Supervisors
City and County of San Francisco
Room 244, City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4689

Dear President Peskin and Members of the Board of Supervisors:

The Budget Analyst is pleased to submit this *Management Audit of Communities of Opportunity*. The Budget Analyst conducted this audit pursuant to the Board of Supervisors powers of inquiry as defined in Charter Section 16.114.

The management audit evaluated the purpose and effectiveness of Communities of Opportunity, a public-private initiative begun in May 2006. The management audit assessed the appropriateness of the initiative's goals and objectives, its strategies and plans for accomplishing those goals and objectives, the degree to which its goals and objectives are being accomplished, and the data it uses to evaluate the goals and objectives. The scope of the management audit included Communities of Opportunity business planning and performance measurement, City oversight, City department and agency implementation of Communities of Opportunity programs, and community involvement.

As outlined in the Introduction, the management audit was conducted in accordance with *Government Auditing Standards, 2007 Revision*, issued by the Comptroller General of the United States, U.S. Government Accountability Office.

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Overview

Communities of Opportunity is an “umbrella” organization for economic development, physical infrastructure improvement, and poverty reduction programs in the Bayview/Hunters Point and Visitacion Valley neighborhoods. Communities of Opportunity grew out of the Human Services Agency’s *Seven Corners Study* that found that “the City and County spends millions of dollars on a small number of children and families, but the services are disconnected.” To address this issue, the Mayor announced the creation of Communities of Opportunity in October 2004, stating that the program was a major policy shift in community development, creating a partnership between the City and philanthropic donors that would assist low income families in acquiring home ownership and gaining access to childcare, education, health care, employment, business opportunities, and housing.

Following the October 2004 announcement, the Mayor’s Office prepared and completed the Communities of Opportunity Pilot Phase Business Plan (2006 Plan) in May 2006 with the assistance of a consultant, the Bridgespan Group, funded by private foundation grants.¹ A 13-member steering committee, consisting of seven City department directors and six Mayor’s Office staff provided input to the 2006 Plan.

According to the 2006 Plan, “The vision of Communities of Opportunity is to create safe and healthy neighborhoods that provide opportunities for individuals and families to achieve self-sufficiency and, for children to realize their dreams...Communities of Opportunity will transform the neighborhoods by changing the way the City, residents, community-based organizations, foundations and the private sector do business.”

Under the 2006 Plan, Communities of Opportunity was to have been implemented in four locations in the Bayview/Hunters Point and Visitacion Valley neighborhoods adjacent to four public housing projects (called “nodes” in the 2006 Plan): (1) Hunters Point, (2) Hunters View, (3) Alice Griffith, and (4) Sunnydale.

Communities of Opportunity’s goal was to move 50 percent of families in the four nodes into fiscal stability with income more than 185 percent of the federal poverty level by 2011, or within five years of the 2006 implementation date.

Communities of Opportunity’s Revenues and Expenditures

Private foundations provided \$1.8 million in FY 2006-2007 and \$2.0 million in FY 2007-2008 for poverty reduction programs targeted to the four nodes. These funds paid for planning, outreach, administration, and programs and services as shown below and discussed in more detail in the Introduction to this report.²

¹ The private foundations did not grant funds to the City but rather funded the Bridgestone Group directly.

² The Community Initiative Fund - a 501(c)(3) - serves as the Communities of Opportunity’s fiscal sponsor, receiving and allocating private foundation funds on behalf of Communities of Opportunity. The Community

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In FY 2008-2009, the City has budgeted approximately \$193,000 for Communities of Opportunity expenditures, including approximately \$186,000 in General Fund expenditures in the Mayor's Office to pay the salary and fringe benefits of the Mayor's senior staff member serving as the Director of Communities of Opportunity, and approximately \$7,000 in Community Development Block Grant funds for office space provided by the Mayor's Office of Community Investment. No other City department directly budgets for Communities of Opportunity expenditures except as noted above, although some departments do allocate existing resources in working with Communities of Opportunity. The Director of Communities of Opportunity reports directly to the Mayor and is responsible for relationships with the private funders, the City departments and agencies that interface with Communities of Opportunity, and the community.

Additionally, Communities of Opportunity pays the staff costs of the Deputy Director of Communities of Opportunity and the community staff. Private foundation grants fund these staff costs, which were \$231,859 in FY 2007-2008. These positions are:

- The Deputy Director of Communities of Opportunity supports City departments in planning programs as part of Communities of Opportunity, and collects and analyzes data for program planning and evaluations.
- The community-based staff, consisting of the four site coordinators assigned to the four Opportunity Centers (or community centers) located at Hunters View, Hunters Point, Alice Griffith, and Sunnydale; and the peer coaches, who are Hunters View, Hunters Point, Alice Griffith and Sunnydale residents providing outreach and support to residents of these four nodes in the areas of housing, truancy and jobs/benefits.

The following table shows the Communities of Opportunity's FY 2006-2007 and FY 2007-2008 revenues and expenditures, excluding the City's costs for the Director of Communities of Opportunity and office space.

Initiative Fund directly pays Communities of Opportunity program and community staff, community based organizations, and other Communities of Opportunity expenses.

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	<u>FY 2006-2007</u>	<u>FY 2007-2008</u>	<u>Total</u>
Revenues			
Stadium to Stadium ³	\$9,322	\$34,553	\$43,875
Private Foundation and Grant Funding	1,875,000	2,043,700	3,918,700
Less, Fees and Interest Charges	<u>(67,684)</u>	<u>(78,017)</u>	<u>(145,702)</u>
Total Revenues	\$1,816,638	\$2,000,236	\$3,816,873
Expenditures			
Program Office and Community Staff	\$167,833	\$231,859	\$399,692
Community Centers and Other Facility Costs	106,443	62,784	169,227
Community Outreach	97,354	201,283	298,637
Conferences	350,878	220,004	570,882
Data and Evaluation	15,000	102,617	117,617
Marketing	6,445	22,161	28,606
Consultants	<u>361,664</u>	<u>103,159</u>	<u>464,823</u>
Subtotal Planning, Outreach, and Administration	1,105,616	943,868	2,049,484
Community-based organizations and other services	<u>223,175</u>	<u>1,431,436</u>	<u>1,654,611</u>
Total Program Funding	\$1,328,791	\$2,375,305	\$3,704,095
Unexpended Balance			\$112,778

As shown in the table above, Communities of Opportunity expenditures for planning, outreach, and administration, including expenditures for consultants and conferences, were approximately 55 percent of total expenditures (\$2,049,484 out of \$3,704,095).

During the first two years, Communities of Opportunity spent funds on several one-time programs to generate awareness of itself, both within the four nodes and among community development professionals. The largest community event was the Communities of Opportunity Comedy Shop, presenting performances by six comedians and the hip-hop group Def Jam. Communities of Opportunity spent \$570,882 for conference costs, mostly for the National Community Developer Association annual conference in June 2007 for community development professionals.

In the first two years Communities of Opportunity provided eight new programs through community-based organizations, focusing on youth services and adult employment. Communities of Opportunity tracked program participation. According to the July 1, 2008 Fiscal Year-End Report to the foundations, these Communities of Opportunity programs “had mixed success...For some programs, such as Heritage Camp...and the Academic Athletes afterschool

³ Stadium to Stadium are the City’s Shape Up San Francisco funds allocated to Communities of Opportunity for the 10 kilometer run sponsored by Shape Up San Francisco, which is the City’s initiative implemented largely through the Department of Public Health to promote healthier lifestyles among San Francisco residents.

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program (discussed in Section 2 of this report), we have been very successful in recruiting participants...For others,...such as the Talented Tens and College Kids, neither program was able to fully enroll their allocated slots.”

Changes to Communities of Opportunity in 2008

Communities of Opportunity developed a Business Plan Update in May 2008 (2008 Plan) in which Communities of Opportunity would no longer provide programs. According to the 2008 Plan, Communities of Opportunity “learned that there were many challenges inherent in directly funding catalyst programs in the community. As a result, we have shifted our focus to developing the on-ramp programs in conjunction with our partner departments.” The on-ramp programs are intended to facilitate Communities of Opportunity residents’ access to City services, as discussed in Section 2 of this report.

Several of the foundations currently funding Communities of Opportunity will most likely continue to fund the initiative over the next year or two (beginning in FY 2008-2009 through FY 2009-2010), although the extent of the funding is not yet known. Several foundation representatives met with the Mayor and the Director of Communities of Opportunity on September 15, 2008 to discuss future programs and funding⁴. While the proposed Communities of Opportunity budget for the next two years is shifting from programs and services to program planning and oversight and community outreach through paid community staff, the foundations have not yet committed to a level of funding.

Key findings in this management audit include:

- More than two years after the May 2006 implementation of Communities of Opportunity and with less than three years to reach its 2011 goal of moving 50 percent of families living in the four nodes into fiscal stability, Communities of Opportunity is still in the early planning stages for most of its initiatives. From 2006 to 2008, Communities of Opportunity was mostly involved in planning and outreach with 55 percent of its expenditures allocated to planning, outreach, and program administration. While 45 percent of Communities of Opportunity’s expenditures were for programs providing services to Communities of Opportunity residents, these programs had mixed success. Therefore, Communities of Opportunity shifted its approach in the May 2008 Business Plan Update from directly providing programs and services to instead working with City departments to develop on-ramps to City services.

⁴ As noted in the Introduction to this report, the foundations providing funding to Communities of Opportunity in FY 2006-2007 and FY 2007-2008 include Evelyn and Walter Haas Jr. Fund, Mimi and Peter Haas Fund, Stuart Foundation, California Endowment, Walter and Elise Haas Fund, Hewlett Foundation, and United Way.

- The 2006 Plan did not define how City departments were to participate in Communities of Opportunity, although the 2006 Plan stated that “Communities of Opportunity will transform the neighborhoods by changing the way the City, residents, community-based organizations, foundations, and the private sector do business.” As a result, City department participation has been uneven and slow to develop. Although the 2008 Plan emphasizes implementation of Communities of Opportunity through City department programs or initiatives, City departments, such as the Human Services Agency and the Department of Economic and Workforce Development, are still in the early planning stages for most Communities of Opportunity programs or initiatives. Currently, City departments are using existing department resources to plan or develop Communities of Opportunity programs and have not developed separate budgets for these programs.
- Communities of Opportunity has lacked a governance structure since its inception in 2006, resulting in inadequate City department oversight and involvement in Communities of Opportunity. Although the 2006 Plan called for a fiscal advisory committee to be made up of foundation and City department representatives and a 13-member steering committee made up of Mayor’s Office and City department directors and representatives, the fiscal advisory committee met for the first time on September 22, 2008 during the management audit and according to the Director of Communities of Opportunity, the steering committee met only three times during the 28-month period. The City is only now convening an Interagency Council of City department directors and representatives to oversee not only Communities of Opportunity but also four Citywide initiatives, including the Violence Prevention Program, Transitional Age Youth, Hope SF, and CityBuild and Workforce Development as discussed in Section 1 of this report⁵.
- The 2006 Plan states that Communities of Opportunity will “manage change dynamically by quantifiable outcomes; expand successful approaches, stop failed ones, and introduce new evidence-based approaches,” and the 2008 Plan highlights the need to track program engagement in the short term while evaluating progress toward long term goals. However, Communities of Opportunity lacks a single central agreed-upon set of goals, and in fact has goals that are both redundant and inconsistent and lack a clear relationship to one another. Further, City departments face technical and legal barriers in collecting and sharing program data to measure program results and attainment of Communities of Opportunity goals.
- Although Communities of Opportunity has opened Opportunity Centers - or community centers - at Hunters View, Hunters Point, Sunnydale, and Alice Griffith - and hired community staff, Communities of Opportunity has not developed active community

⁵ The Violence Prevention Plan initiative coordinates City agencies to more effectively implement violence prevention programs; the Transitional Age Youth initiative managed by the Department of Children, Youth, and their Families develops one-stop shop, multi-services for youth ages 16 to 24; Hope SF is the City’s \$100 million program to redevelop public housing; and CityBuild is the Department of Economic and Workforce Development’s program to place the City’s low-income residents into construction jobs.

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participation as intended in the 2006 Plan. Community staff conduct informal meetings at the Opportunity Centers, but Communities of Opportunity has only conducted two formal community meetings with residents and City representatives during the past two years.

Overall, this *Management Audit of Communities of Opportunity* includes 5 findings and 20 recommendations. The Budget Analyst's recommendations are attached to this transmittal letter. The following sections summarize our findings and recommendations.

Section 1. City Oversight of Communities of Opportunity

In May 2006, Communities of Opportunity's Pilot Phase Business Plan (2006 Plan) laid out an oversight strategy that would include a steering committee made up of 13 Mayor's Office representatives and City department directors and a fiscal advisory board made up of six to eight City department and private foundation representatives. The 2006 Plan stated that "a steering committee of agency directors...will continue to meet periodically" but did not define the role of the steering committee. The 2006 Plan stated that the "advisory board composed of public and private representatives would oversee the disbursement of Fund resources and provide advice to the Mayor and program office on the implementation of Communities of Opportunity."

However, from inception of Communities of Opportunity in May 2006 through September 2008, or more than 28 months, the steering committee met only three times and the fiscal advisory board met for the first time on September 22, 2008 during the management audit. While Communities of Opportunity has received some oversight and guidance from its private foundation supporters, no formal City entity provided oversight and coordination among City departments.

The Mayor's Office plans to convene an Interagency Council that extends beyond Communities of Opportunity's neighborhood focus with the first formal meeting expected to occur prior to December 2008. The council will consist of City department directors, some of whom would also participate in the advisory board as discussed on page 7 in Section 1 of this report. The proposed Interagency Council's scope of responsibility would include oversight of the Citywide Violence Prevention Plan, the Hope SF redevelopment of public housing, the Transitional Age Youth program, and workforce development. The Interagency Council would also be tasked with coordinating Citywide spending on poverty reduction programs managed by the Human Services Agency, Department of Public Health, and other City departments.

Through the establishment of the Interagency Council, Communities of Opportunity involvement is shifting from the original focus on the four nodes - Hunters View, Hunters Point, Sunnydale, and Alice Griffith - to the Citywide Violence Prevention Plan, Transitional Age Youth, Hope SF, and workforce development initiatives. While Communities of Opportunity intends to coordinate these Citywide initiatives with Communities of Opportunity programs in its four nodes, it risks loss of focus. Therefore, Communities of Opportunity needs to carefully define its relationship with the four Citywide initiatives to maintain its focus on the four nodes and consistency with the 2008 Plan.

Section 2. Responsibility of City Departments in Implementation

The 2006 Plan never clearly defined how City departments were to work together to identify and develop programs as part of Communities of Opportunity. Consequently, City department participation in Communities of Opportunity has been uneven and slow to develop.

The Department of Children, Youth, and their Families was the major City department participating in Communities of Opportunity programs in the first two years (FY 2006-2007 and FY 2007-2008). Because Communities of Opportunity's focus is families, the Department of Children, Youth, and their Families helped plan or partially fund several programs through their established grant-making process including:

- \$100,000 to the Heritage Camp, a summer day camp for youth living in the four Communities of Opportunity nodes that was first conducted in the summer of 2006.
- \$350,000 for the Parent University, of which \$300,000 was allocated to the Department's Family Ambassador Program to provide outreach and support in the Communities of Opportunity nodes. The Parent University began in January 2008.
- \$100,000 for Academic Athletes providing year-round sports programs combined with academic tutoring.

As noted above, beginning in FY 2008-2009, Communities of Opportunity has shifted from directly funding private programs to working with City departments to provide on-ramp programs to existing City initiatives, including development of public housing under HopeSF, workforce development, and guaranteed college tuition assistance for students graduating from high school. As discussed above these on-ramp programs are intended to facilitate Communities of Opportunity residents' access to City services. The six City department or agency on-ramp programs assisting Communities of Opportunity residents are the:

- (1) Rental Assistance Program to assist residents who are behind in their rent payments to become current;
- (2) Individual Development Accounts to assist residents to develop savings plans and financial management skills;
- (3) Job Readiness to provide training and job placement to residents;
- (4) Single Stop Benefits Screening to assist residents to apply for public benefits
- (5) Parent University to provide parenting and childcare skills to residents; and
- (6) Gateway to College to assist residents in obtaining high school equivalency or associate degrees, as discussed on page 13 in Section 2 of this report.

Of the six on-ramp programs:

- Communities of Opportunity participants point to the Rental Assistance Program, which has been developed jointly with the Mayor's Office of Housing and the San Francisco Housing Authority, as the main achievement to date. Although Communities of Opportunity plans to implement the Rental Assistance Program in all four public housing nodes, as of the writing of this report, the Rental Assistance Program has only been implemented at the smallest of the four public housing nodes - Hunters View.
- The Single Stop Benefits Screening Program has been launched by a non-City private philanthropic organization at the four public housing nodes.
- The Individual Development Accounts program has not yet been developed.
- The Gateway to College is a national school drop out recovery program to which the Communities of Opportunity, Community College District, and Unified School District are submitting a joint proposal for funding but the program has not yet been implemented.
- The Parent University began implementation of its programs for parents and children in January 2008. As of June 12, 2008 the Parent University had begun offering eight-week workshops to train parents to "be advocates for themselves and in their neighborhoods," and setting up Malcolm X Middle School as a community center.
- The Office of Workforce Development is in the early stages of working with Communities of Opportunity to develop job readiness programs for Communities of Opportunity residents, and expects the first group of participants to begin in January 2009.

As noted above, three of the six programs have not yet started.

In August 2008 the Human Services Agency, Mayor's Office of Housing, Office of Workforce Development, and Communities of Opportunity jointly released a draft Hope SF Pre-Development Resident Services Plan. The intent is to coordinate City-funded services for public housing residents prior to development of public housing under Hope SF⁶. The draft Hope SF Pre-Development Resident Services Plan considers expanding Communities of Opportunity on-ramp programs to other Hope SF public housing sites scheduled for redevelopment⁷, potentially

⁶ As noted in Section 2, the Housing Authority Commission has approved redevelopment of two of the four Communities of Opportunity public housing nodes - Hunters View and Sunnydale - as part of Hope SF, the City's \$100 million redevelopment of public housing in San Francisco.

⁷ The Housing Authority Commission has approved development of four public housing sites: Hunters View and Sunnydale, which are part of Communities of Opportunity; and Potrero Terrace and Westside Courts, which are not part of Communities of Opportunity. Hope SF does not currently include development of the two other Communities of Opportunity public housing sites - Alice Griffith and Hunters Point.

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shifting Communities of Opportunity's geographic focus from the original four Communities of Opportunity nodes.

Because the major City department programs and initiatives related to Communities of Opportunity are still in the planning stages, and in fact three of the six programs have not even started, actual successful implementation of these programs is far from certain. The Director of Communities of Opportunity will need to work with the Interagency Council to ensure follow-through on these programs and initiatives. Furthermore, although City department on-ramp programs - such as the Rental Assistance Program or Parent University - could meet specific program goals, Communities of Opportunity's current structure and process do not demonstrate how these programs will contribute to Communities of Opportunity's stated purpose of "strengthening the southeast sector" as a whole.

Section 3. Data Sharing Among City Departments and Agencies

The 2006 Plan intends Communities of Opportunity to be a data-driven initiative, stating that Communities of Opportunity will "manage change dynamically by quantifiable outcomes; expand successful approaches; stop failed ones, and introduce new evidence-based approaches." Communities of Opportunity faces technical, legal, and process obstacles to collecting and sharing City department client-level data. During the next 9 to 12 months, Communities of Opportunity plans to pilot coordinated case management for approximately 150 families who live in the Hunters View and Hunters Point nodes and are involved in multiple City systems - such as Juvenile Probation, foster care, CalWorks, or other systems. Coordinated case management calls for two levels of data-sharing: (1) family-specific data that allows case workers to plan programs for families; and (2) aggregate data that allows tracking and measuring long-term outcomes for Communities of Opportunity families as a whole. Several City departments, including the Human Services Agency, the Department of Public Health, and the Juvenile Probation Department will need to share client data in order to implement City department's planned coordinated case management for families involved in multiple systems. However, because (a) City department information systems lack technical compatibility, and (b) State and other legal and confidentiality restrictions prevent sharing of most family-specific data among different City departments, City departments are unlikely to implement the data-sharing required to support coordinated case management within the 9 to 12 month timeframe.

Further, the work plan for implementing coordinated case management does not specifically address developing systems for data sharing. In order to develop the shared database needed for coordinated case management, Communities of Opportunity must develop a work plan for developing data sharing systems, including a Memorandum of Understanding among the participating departments that clearly defines roles and responsibilities and addresses confidentiality requirements. The Director of Communities of Opportunity will need to work with City departments to develop realistic budgets, staff and information technology resources, and time schedules for coordinated case management data sharing.

Also, more than one City department manages programs, such as CityBuild, that provide services or programs in the Communities of Opportunity's nodes. City departments, such as the Human Services Agency and the Department of Economic and Workforce Development, collect different types of program data, depending on the program requirements and funding sources. Communities of Opportunity will need to work with City departments to standardize data collection that can be used to evaluate programs specific to the Communities of Opportunity nodes.

Section 4. Performance Management

According to the 2006 Plan, Communities of Opportunity is intended to “manage change dynamically by quantifiable outcomes; expand successful approaches, stop failed ones, and introduce new evidence-based approaches.” The 2008 Plan highlights the need to track program engagement in the short term while evaluating progress toward long term goals, stating that “we can use these metrics to test what hypotheses seemed to have worked and where our efforts didn't produce the outcomes we hoped. ... Unless we track these activities it will be difficult to tell if they are having the effect we hope on the overall picture.”

However, Communities of Opportunity lacks a single central agreed-upon set of goals. The 2008 Plan sets out three separate sets of goals: (1) 2011 Goals, (2) Smart Government Goals, and (3) End Goals. These goals are both redundant and inconsistent, and lack an expressed relationship to one another. Further, as discussed in Section 3 of this report, City departments will need to resolve technical and legal issues regarding data-sharing as well as standardizing the types of data that is collected in order for there to be an effective evaluation of Communities of Opportunity programs.

For example, Communities of Opportunity's 2011 Goals state that (a) a majority of families will be stable or self-sufficient (able to make ends meet); (b) a majority of children will be flourishing (able to pursue their goals); (c) less than 10 percent of families and children will be in crisis; and (d) communities will provide a safe environment, sound physical infrastructure, connected social networks, and sustainable economic vitality. However, only two of these goals are reported in Communities of Opportunity's primary progress reporting tool (the “Dashboard”): (a) a majority of families will be stable or self-sufficient; and (b) a majority of children will be flourishing.

The Smart Government Goals differ from the 2011 Goals and are tied to three policy areas: (1) housing which includes healthy, high quality homes for all San Franciscans; (2) employment, which include living-wage jobs with opportunities for career advancement; and (3) youth/education, which includes that all students graduate high school and have the ability to go to college. According to the 2008 Plan, Smart Government is one of three components necessary to provide City services more effectively and improve results for families living in the Bayview/Hunters Point and Visitacion Valley (called “Theory of Change”). The Theory of Change components include (1) Strong Communities, including community participation, (2)

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Serious Collaboration among public and private partners, and (3) Smart Government providing services more effectively.

The End Goals list ten goals that correspond to three “change elements”: (1) policy, (2) systems, and (3) community. Despite a similarity, these categorizations only somewhat match up with the Smart Government, Serious Collaboration, and Strong Communities components of the Theory of Change noted above. The ten End Goals correspond to the following three change elements:

(1) Policy change element goals are to eliminate barriers to getting on and climbing the job ladder; help people living in the Bayview stay in the Bayview; and ensure kids go to school, stay in school, and have meaningful afterschool activities.

(2) System change element goals are to provide coordinated case management; share relevant data across city agencies; and create multi services centers that address different populations’ needs.

(3) Community change element goals are housing stability; family stability; financial stability; and community stability.

The lack of consistency undercuts Communities of Opportunity’s ability to meaningfully gauge its progress, achievements, or shortcomings. In order to be the “data-driven initiative” that it aspires to be in its business plans, Communities of Opportunity needs to establish one set of goals and align its strategies, projects, quantitative objectives, deadlines, and data to those goals.

The Communities of Opportunity End Goal Matrix is a useful performance measurement tool that would benefit from further refinement. Communities of Opportunity uses the Matrix to report on its progress toward the ten End Goals noted above, aligning achievement “strategies” to each goal, quantitative and qualitative “targets” or objectives to each strategy, and deadlines for those targets. Communities of Opportunity updates and reports the Matrix in its semiannual financial reports. This Matrix presents Communities of Opportunity’s efforts into an initiative-wide perspective and should therefore be further emphasized, particularly on the Communities of Opportunity website and in reports to elected officials and the public. In order to connect short-term objectives to the overall goal of reducing poverty, the Matrix should be tied to the Dashboard. The Matrix should include specific projects and project targets, quantitative objectives beyond 18 months, and improve the alignment of existing targets to strategies.

Communities of Opportunity’s quantitative targets and objectives often seem arbitrary, and generally lack a relationship to similar efforts. For example, the Dashboard reports aggregated data on the stability or self sufficiency of Communities of Opportunity families, counting the percentage of families that are “in crisis,” “economically fragile,” and “stable or self-sufficient.” The definitions and quantitative targets for “crisis,” “fragile,” and “stable” families are not standard Federal or state measures. Furthermore, the targets are not benchmarked against other cities’ efforts. Although Communities of Opportunity may be a structured differently from programs implemented in other cities, many of Communities of Opportunity’s components and

strategies are based on established programs elsewhere. Therefore, Communities of Opportunity and City Departments can and should measure the City's progress against that of other cities.

Section 5. Community Communication

Although Communities of Opportunity is intended to change San Francisco's processes for providing City services to low-income residents by directly involving community members, Communities of Opportunity has not followed through on many of its proposals for community participation. For example, the 2006 Plan required Communities of Opportunity to conduct formal community meetings to gather community input, and the 2008 Plan clarified that these meetings should occur quarterly. However, since May 2006, Communities of Opportunity has only held two formal community meetings in which Communities of Opportunity staff, City representatives, and residents met to identify resident or program needs, set program priorities, and agree on actions to be taken by Communities of Opportunity. While three of the four public housing nodes' community centers - or Opportunity Centers - have held informal community meetings to discuss available programs and services, as well as any other concerns that residents would like to discuss, the Director of Communities of Opportunity never attended any of these meetings, and the meetings focused primarily on delivering information, rather than gathering the information to be submitted to the Director of Communities of Opportunity.

The 2008 Plan eliminates the Communities of Opportunity resident associations proposed by the 2006 Plan to represent residents living in the four Communities of Opportunity nodes - Hunters View, Hunters Point, Sunnyside, and Alice Griffith - and gather input on services and programs. Although the Director of Communities of Opportunity stated that the San Francisco Housing Authority's tenants associations are expected to assume the functions of the resident associations, the tenants associations are largely inactive, and the San Francisco Housing Authority has no plan in place to reactivate them.

Because community participation in the resident associations and other community forums has not met expectations, Communities of Opportunity has increasingly relied on its paid community staff, including site coordinators and peer coaches, to communicate with residents. However, these staff do not have performance goals related to resident communications. Therefore, Communities of Opportunity cannot ensure that community staff are effectively reaching residents.

Despite goals for collaborating with residents on the delivery of City services, the 2008 Plan does not provide guidelines, nor does Communities of Opportunity have processes that define how (a) City departments receive resident input for planning programs and services, (b) City departments work with residents living in the Communities of Opportunity nodes to make changes to programs or services, and (c) program changes or services are communicated to the residents. Communities of Opportunity does not have a standard for coordinating or sharing information among community staff.

The Director of Communities of Opportunity's Written Response

The Director of Communities of Opportunity presented a written response to the Budget Analyst on October 2, 2008, which is attached to this management audit report beginning on page 67. According to the General Manager's written response, the Department agrees with 17 of the 20 recommendations, or approximately 85 percent; partially agrees with one recommendation; and disagrees with two recommendations.

- The Director of Communities of Opportunity disagrees with Recommendation 4.1, "In order to refine the Communities of Opportunity's focus and improve its accountability, the Directors of Community of Opportunity should: Establish a single set of goals and align all work to those goals." Communities of Opportunity explains its disagreement as follows: "When you are working with meta-indicators such as poverty and are working across a diverse set of interventions in every field that touches a family's life a specific causal relationship between any one action and the overall impact is impossible to define – just as the City holds itself accountable for the overall outcomes for our families but does not attempt to create a single framework that connects every effort of every department into a model that shows cause and effect linkages throughout."

As noted on page 51 of the management audit report, because Communities of Opportunity's goals are not understood and agreed upon, it is impossible for the City, the public, Communities of Opportunity's partners, or Communities of Opportunity's clients to know how it is progressing against its goals. From a resource perspective, it is impossible to determine whether fiscal and staff resources are being used efficiently. While Communities of Opportunity disagrees with the Budget Analyst's recommendation of establishing a single set of goals and aligning all work to those goals, Communities of Opportunity effectively does just this in the table on pages 10 and 11 of its response: It demonstrates a hierarchy of goals, including the End Goals which, in their semiannual reports, are aligned to strategies and targets. This alignment, however, should not necessarily be regarded as an inadvertent agreement with the entirety or spirit of the Budget Analyst's recommendation, as doing so requires that Communities of Opportunity declare a single guiding set of goals and affirm the relationship of its work to those goals.

- Communities of Opportunity partially agrees with Recommendation 4.2, "In order to refine the Communities of Opportunity's focus and improve its accountability, the Directors of Community of Opportunity should: Refine and expand the End Goal Matrix; align the Matrix to the Dashboard." Communities of Opportunity explains its partial agreement as follows: "(A)s noted above, we do not feel that it is possible or necessary to tie each strand of the Matrix directly to the dashboard. COO believes it must be accountable for both – the specific, measurable outcomes of the Matrix and an overall view of conditions for families in the neighborhoods – but does not believe the two must tie together in a linear fashion. As we refine our data tracking and sharing efforts stronger correlations between the two will be possible and we will update our measures and dashboard accordingly."

As noted on page 51 of the management audit report, part of the City's investment in Communities of Opportunity was based on developing successful anti-poverty strategies that can be applied elsewhere in the City. As noted on page 52 of the management audit report, Communities of Opportunity needs to bridge the Matrix and the Dashboard if it is going to show how incremental achievements relate to overall goals. Therefore, the Matrix, which reports incremental achievement, needs to connect to the Dashboard, which reports progress toward overall goals. The last sentence of Communities of Opportunity's partial agreement explanation concedes this desire to bridge reporting tools.

- The Director of Communities of Opportunity disagrees with Recommendation 5.2 that states that "the Director of Communities of Opportunity should work with the San Francisco Housing Authority to reactivate the tenants association by creating a plan with (a) guidelines to reactive a tenants association within a specific community, the participants and their roles, and (c) a timeline with specific outcomes." The Director states in the written response, "While we agree with the substance of the recommendation, this is a responsibility that lies clearly with the SF Housing Authority. COO will provide input and support as requested but tenant associations are a formal mechanism of Housing Authorities nationwide."

The Budget Analyst notes that, although the Housing Authority is responsible for reactivating the tenants associations, the Director of Communities of Opportunity has indicated that Housing Authority tenants associations will replace the role of Communities of Opportunity resident associations (see page 57 of the report). As discussed on page 57 of the report, although the 2008 Plan does not include any role for the Communities of Opportunity resident associations, according to the interviews of community leaders and resident association presidents, the resident associations provided an effective vehicle to share information between residents, community leaders, and Communities of Opportunity. Because the Director of Communities of Opportunity indicates that the Housing Authority tenants associations will replace the role of the Communities of Opportunity residents associations, the Budget Analyst continues to recommend that the Director of the Communities of Opportunity work with the Housing Authority to reactivate the tenants associations, including creating a plan to reactivate the tenants associations.

Summary

In summary, although Communities of Opportunity has a five-year goal beginning in 2006 to move 50 percent of Communities of Opportunity families into fiscal stability by 2011, with less than three years to meet these 2011 goals, most of the Communities of Opportunity's initiatives are still in the early planning stages. Also, from a resource perspective, it is impossible to determine whether the Communities of Opportunity's fiscal and staff resources are being used efficiently. The Budget Analyst notes that without a strong, concerted City effort, which has been lacking in the first two years, Communities of Opportunity will not achieve its 2011 goals.

Honorable Aaron Peskin,
Members of the Board of Supervisors
Management Audit of Communities of Opportunity
October 15, 2008
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We would like to thank the staff of Communities of Opportunity, the Human Services Agency, the Departments of Children, Youth and Their Families, Public Health, Adult Probation, Juvenile Probation, and Economic and Workforce Development, and various representatives from other City departments, private foundations, and community organizations for their cooperation and assistance throughout this management audit.

Respectfully submitted,

Harvey M. Rose
Budget Analyst

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Executive Director, Housing Authority
Executive Director, Human Services Agency
Director, Economic and Workforce Development
Chief Juvenile Probation Office
Director, Mayor's Office of Community Investment
Director, Mayor's Office of Housing
Executive Director, Redevelopment Agency

BOARD OF SUPERVISORS
BUDGET ANALYST

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Introduction

Purpose and Scope of the Management Audit

The purpose of this management audit has been to evaluate the purpose and effectiveness of Communities of Opportunity, a public-private initiative begun in 2006. The management audit assessed the appropriateness of the initiative's goals and objectives, its strategies and plans for accomplishing those goals and objectives, the degree to which its goals and objectives are being accomplished, and the data it uses to evaluate the goals and objectives. The scope of the management audit included Communities of Opportunity business planning and performance measurement, City governance, City department and agency implementation of Communities of Opportunity programs, and community involvement.

Audit Methodology

The management audit was conducted in accordance with *Government Auditing Standards, 2007 Revision*, issued by the Comptroller General of the United States, U.S. Government Accountability Office. In accordance with these requirements and standard management audit practices, we performed the following management audit procedures:

- Conducted overview interviews with the Director and Deputy Director to gain an understanding of Communities of Opportunity.
- Conducted confidential interviews with representatives from City departments and other City agencies, foundations, community-based organizations, community advocacy organizations, public housing tenants association and Communities of Opportunity resident association staff, and other Communities of Opportunity residents.
- Reviewed Communities of Opportunity business plans, year-end reports to the private foundations, community-based organization contracts, and other data and information collected by City departments and agencies and Communities of Opportunity staff.
- Prepared a draft report based on analysis of the information and data collected, containing our initial findings, conclusions and recommendations, and submitted the draft report to the Director of Communities of Opportunity for review and comment on September 16, 2008.
- Met with the Director and Deputy Director of Communities of Opportunity on September 23, 2008, and provided sections of the draft report to the respective City department representatives. During the period between delivery of the draft report and the exit conference, the Director of Communities of Opportunity was able to request clarification of findings and recommendations and provide additional information

related to the findings. Based on the additional information provided, a final report was prepared. The Director of Communities of Opportunity then provided a written response to the final report, and the final report and the response were delivered to the Board of Supervisors on October 15, 2008.

Overview of Communities of Opportunity

Communities of Opportunity is intended to create a framework to more effectively provide services to low-income families in San Francisco. The Mayor announced the creation of Communities of Opportunity in October 2004, stating that the initiative was a major policy shift in community development, creating a partnership between the City and philanthropic donors that would assist low income families in acquiring home ownership and gaining access to childcare, education, health care, employment, business opportunities, and housing. Communities of Opportunity grew out of the Human Services Agency's *Seven Corners Study* that found that 'the City and County spends millions of dollars on a small number of children and families, but the services are disconnected.'

The Communities of Opportunity 2006 Pilot Phase Business Plan

The Communities of Opportunity Pilot Phase Business Plan was completed in May 2006 (2006 Plan) with the assistance of a consultant, the Bridgespan Group, funded by private foundation grants. According to the 2006 Plan, a steering committee consisting of 13 Mayor's Office staff and City department directors participated in the business planning process.

Under the 2006 Plan, Communities of Opportunity would be implemented in four locations in the Bayview/Hunters Point and Visitacion Valley neighborhoods adjacent to the (1) Hunters Point, (2) Hunters View, (3) Alice Griffith, and (4) Sunnydale public housing projects. The 2006 Plan called these four locations "nodes."

Communities of Opportunity was intended to address the problem of costly services with poor results. According to the 2006 Plan, although the City spends an estimated \$98 million for services and income support in the Bayview/Hunters Point and Visitacion Valley neighborhoods, the economic status of families in these neighborhoods has not improved.

Communities of Opportunity focuses poverty reduction programs on location rather than specific groups to be served. According to the 2006 Plan, Communities of Opportunity is built on five principles:

1. Focus on outcomes for both people and place rather than delivery of particular services.
2. Build the capacity of families, communities, and local institutions to realize the benefits of economic improvements in surrounding neighborhoods.

3. Direct efforts toward places where people are in the greatest need, yet where the scale of change is manageable.
4. Create a shared strategic vision with high expectations and accountability among residents, community-based organizations, and philanthropy.
5. Manage change dynamically by quantifiable outcomes; expand successful approaches; and introduce new evidence based approaches.

According to the 2006 Plan, of the 2,600 families living in the four locations, 650, or 25 percent, were in chronic crisis, including domestic violence and child neglect, severe economic crisis, limited educational and work opportunities, and inability to meet basic needs. Another 1,100 families were considered economically fragile, earning less than 185 percent of the federal poverty level. Only one-third of the 2,600 families, or 850 families, were considered stable or self-sufficient.

The goal of Communities of Opportunity was to move families from a state of chronic crisis or economic fragility to self sufficiency. The specific goals to be achieved by 2011 are:

- The majority of families will be stable or self-sufficient;
- The majority of children will be flourishing;
- Less than 10 percent of families and children will be in crisis; and
- Communities will provide a safe environment, sound physical infrastructure, connected social networks, and sustainable economic vitality.

The 2006 Plan identified eight catalysts for changing the conditions in these four locations contributing to crisis and economic fragility, including:

- Establishing safety;
- Adults finding employment;
- Strengthening social networks and institutions;
- Establishing partnerships between residents of the four locations, City agencies, community-based organizations and other institutions, and private donors.
- Chronic crisis individuals and families receiving services;
- Children and youth having access to educational, employment, and other opportunities;
- Improving physical infrastructure; and

- Providing direct benefits from economic development in the City's southeast neighborhoods.

The Communities of Opportunity 2008 Business Plan Update

Because Communities of Opportunity was unable to implement many of the programs outlined in the 2006 Plan during the first two years, and because its fundraising fell far short of its targets, the May 2008 Business Plan Update (2008 Plan) streamlined the approach to achieving Communities of Opportunity's goals. According to the 2008 Plan, Communities of Opportunity is designed to address the need for:

- Reducing barriers to City services for low-income residents; and improving City service coordination, reducing service gaps and duplication.
- Building mechanisms for community participation in planning and delivering services.
- Creating a hub for collaboration between private and public agencies and organizations.

The 2008 Plan focuses on three strategies, rather than the eight catalysts in the 2006 Plan, to improve conditions for families in the four nodes, including:

- Housing,
- Employment, and
- Youth and education.

According to the 2008 Plan, the role of Communities of Opportunity is not to develop new programs but to link City programs, community participation, and private and public collaboration. The 2008 Plan identified "on-ramps" to existing City programs as discussed in Section 2.

Organizational Structure and Oversight

The 2006 Plan assigns ultimate responsibility for Communities of Opportunity to the Mayor. In January 2008 the Mayor appointed the Director of Communities of Opportunity as a senior staff member overseeing the Communities of Opportunity initiative.

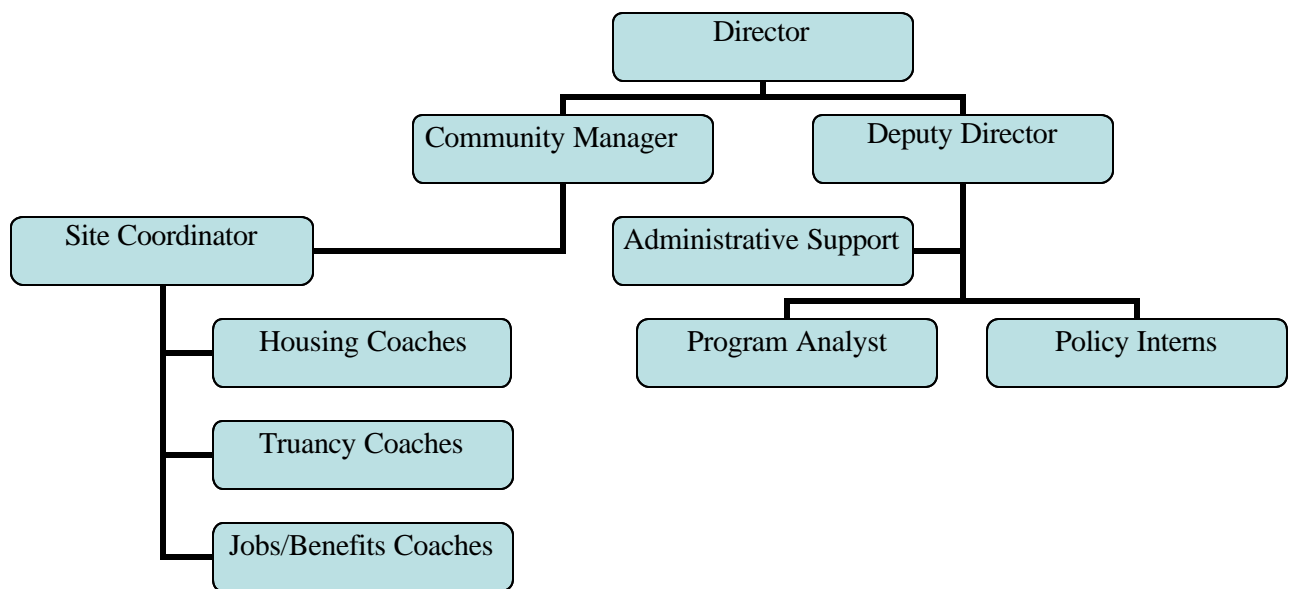
Organizational Structure

Although the 2006 Plan envisioned 6.8 fulltime positions to provide program administration, analysis, and support, Communities of Opportunity currently has only two program staff positions: the Director of Communities of Opportunity noted above, and the Deputy Director of Communities of Opportunity, who is paid by private foundation grants.

The 2008 Plan described the Communities of Opportunity organizational structure as follows:

Chart 1

Communities of Opportunity Organizational Structure Under the 2008 Plan



Source: 2008 Business Plan

The Director of Communities of Opportunity reports directly to the Mayor and is responsible for relationships with the private funders, the City departments and agencies and the community, and for general oversight. The Deputy Director supports City departments in planning programs as part of Communities of Opportunity, and collects and analyzes data for program planning and evaluations.

The Director of Communities of Opportunity also performs the functions of the vacant Community Manager Position. Section 5 of this report discuss the community-based staff, including (a) the four site coordinators assigned to the four Opportunity Centers

located at Hunters View, Hunters Point, Alice Griffith, and Sunnydale public housing sites; and (b) the peer coaches, including the housing, truancy and jobs/benefits (or self-sufficiency) coaches.

Governance

A steering committee of City department directors participated in the 2006 business planning process, but although the 2006 Plan expected an ongoing steering committee, it never defined the role. Communities of Opportunity is now helping to form an Interagency Council of City department directors to oversee Communities of Opportunity and other City anti-poverty and violence prevention initiatives. Communities of Opportunity governance is discussed in Section 1.

Communities of Opportunity Funding

Private foundations have provided most funding for the business planning process and first two years of Communities of Opportunity, granting \$1.8 million in FY 2006-2007 and \$2.0 million in FY 2007-2008 for a total of \$3.8 million over two years, as shown in Table 1 below. Details of Communities of Opportunity revenues and expenditures are in the Attachment to the Introduction

City expenses for Communities of Opportunity program administration costs consist of the Director of Communities of Opportunity's salary and fringe benefits of approximately \$186,000 annually, and office space provided by the Mayor's Office of Community Investment of approximately \$7,000 annually. When City departments collaborate with Communities of Opportunity on specific initiatives or programs, as discussed in Section 2, existing staff resources are allocated to Communities of Opportunity. No City department directly budgets for Communities of Opportunity expenditures.

The Department of Children, Youth, and their Families has also provided funding to several Communities of Opportunity programs as part of their grant-making process. These programs are discussed in Section 2.

Table 1
Communities of Opportunity Revenues and Expenditures
FY 2006-2007 and FY 2007-2008

	FY 2006-2007	FY 2007-2008	Total
Revenues			
Stadium to Stadium	\$9,322	\$34,553	\$43,875
Private Foundation and Grant Funding	1,875,000	2,043,700	3,918,700
Less, Fees and Interest Charges	(67,684)	(78,017)	(145,702)
Total Revenues	1,816,638	2,000,236	3,816,873
Expenditures			
<u>Program Expenses</u>			
Capacity Building	62,649	82,644	145,293
Employment	93,910	107,267	201,177
Financial Literacy	8,204	85,891	94,095
Health	2,500	59,980	62,480
Housing	0	11,867	11,867
Safety	0	222,998	222,998
Technology	6,912	0	6,912
Youth	<u>49,000</u>	<u>860,789</u>	<u>909,789</u>
Subtotal, Program Expenditures	223,175	1,431,436	1,654,611
<u>Program Office</u>			
Community Building	97,354	201,283	298,637
Program Activities	372,323	344,782	717,105
Personnel	167,833	231,859	399,692
Facilities & Occupancy	106,443	62,784	169,227
Consultants	<u>361,664</u>	<u>103,159</u>	<u>464,823</u>
Subtotal, Program Office Expenditures	1,105,616	943,868	2,049,484
Total Program Funding	1,328,791	2,375,305	3,704,095
Unexpended Balance			\$112,778

Source: Communities of Opportunity

As shown in Table 1, during the first two years Communities of Opportunity spent approximately 55 percent of funds on program office expenditures, including several one-time programs to generate awareness of itself, both within the four nodes and among community development professionals. The largest community event was the Communities of Opportunity Comedy Shop, presenting performances by six comedians and the hip-hop group Def Jam. The largest event for community development

professionals was the National Community Developer Association annual conference in June 2007 at a cost to Communities of Opportunity of more than \$500,000.

While several of the foundations currently funding Communities of Opportunity will most likely continue to fund the initiative over the next year or two, the extent of the funding is not yet known. The foundations met with the Mayor and the Director of Communities of Opportunity on September 15, 2008 to discuss future programs and funding. The proposed Communities of Opportunity budget for the next two years is shifting from programs and services to program planning and oversight and community outreach through paid community staff, as shown in Table 2. However, the foundations have not yet committed to this level of funding, and actual Communities of Opportunity expenditures over the next two years will be less than proposed.

Table 2
Communities of Opportunity Proposed Expenditures
FY 2008-2009 and FY 2009-2010

	FY 2008-2009	FY 2009-2010	Total
Program Office Staff	\$296,300	\$296,300	\$592,600
Program Activities	100,000	100,000	200,000
Community Building Activities	100,000	100,000	200,000
Overhead	<u>75,000</u>	<u>75,000</u>	<u>150,000</u>
Subtotal Program Office	571,300	571,300	1,142,600
Community Staff	600,000	600,000	1,200,000
Opportunity Centers	<u>100,000</u>	<u>200,000</u>	<u>300,000</u>
Subtotal, Program and Community Expenses	700,000	800,000	1,500,000
Total Expenditures	\$1,271,300	\$1,371,300	\$2,642,600

Source: 2008 Plan

Community-Based Organizations

In the first two years Communities of Opportunity provided 8 new programs through 12 community-based organizations, focusing on youth services and adult employment. The community-based organizations were selected through a community process and received capacity building training through Communities of Opportunity's Neighborhood Benefit Organization (or NBO) University.

Communities of Opportunity had mixed results in recruiting participants to the programs offered by the community-based organizations. The July 1, 2008 Fiscal Year-End Report stated that, while some programs successfully recruited participants, other programs did not reach full enrollment.

Under the 2008 Plan, Communities of Opportunity will no longer directly fund community-based organizations. Communities of Opportunity programs will be incorporated into the on-ramps to City programs and services, as discussed in Section 2. These on-ramps will include workforce development programs provided by the Office of Workforce Development within the Department of Economic and Workforce Development, and the Parent University funded jointly by the First Five Commission, the Department of Children, Youth, and their Families, and Communities of Opportunity. The City departments sponsoring these programs will award and manage contracts with community-based organizations.

Community-based Organization Certification

The 2008 Plan proposes a certification program for community-based organizations through the proposed Center for Social Equity to be housed at the Southeast Campus of City College. The program is intended to help community-based organizations and their employees build organizational and staff skills. According to the Director of Communities of Opportunity, City College is in the beginning stages of developing the certification program with expected community-based organization participation. Community-based organizations funded by the Mayor's Office of Community Investment, Human Services Agency, Department of Children, Youth, and their Families, and other departments would be eligible to participate.

The Role of Safety in Planning for Communities of Opportunity

From the beginning of residents' engagement with Communities of Opportunity, safety was consistently identified as the top priority. As stated in the 2006 Community Voices report prepared by the National Community Development Institutes, "Far and away the greatest concern for residents in these areas was that they do not feel safe for themselves, their families, or their property" (pg. 3). The Community Voice report included a summary of resident suggestions to address safety that included both enforcement and prevention strategies such as (pg. 3) "Improve law enforcement by providing more police patrols, establishing satellite offices, improving surveillance, developing stronger community relations and providing witness protection for individuals that report crimes" and "stop youth from loitering and associated criminal and disruptive activity."

The immense concern over safety was addressed in the 2006 Plan which also recognized safety as its highest priority (pg. 34):

The Communities of Opportunity strategy places safety as its highest priority area for good reason. If safety cannot be established for families, they will continue to leave the nodes when the opportunity presents itself. Further, the efforts to enhance services and programs will have difficulty overcoming resident fear, not to mention cynicism.

In the 2006 Plan, the responsibility for safety is deferred to other agencies (pg. 36) “Chief of Police Heather Fong and Mayor’s Office of Criminal Justice Acting-Director Allen Nance will assume responsibility for the Safety initiatives.” To that end, the Violence Prevention Plan was released by the Mayor’s Office for Criminal Justice in June 2008, laying out a strategy for reducing violence throughout the city. Generally, the Plan frames all of Communities of Opportunity’s tactical plans to reduce poverty as tactics to reduce crime. Communities of Opportunity is listed in the Violence Prevention Plan as the lead agency in charge of implementing Parent University (pg. 82), and while no timeframe for implementation was included in the report, Parent University is now open near the Hunters View node. Communities of Opportunity is also listed as one of many supporting agencies in a number of other violence reduction efforts which echo Communities of Opportunity tactics for poverty reduction (pgs. 86-88), all without timeframes.

Notably, the San Francisco Police Department worked with San Francisco Housing Authority to establish substations at the Alice Griffith and Sunnydale public housing properties (and other San Francisco Housing Authority sites that are not part of Communities of Opportunity) and to assign an officer as the liaison to San Francisco Housing Authority, providing monthly crime reports by property to San Francisco Housing Authority and Communities of Opportunity.

The extent of Communities of Opportunity’s effort to reduce crime are limited to programs proposed in the 2006 Plan which stated that Communities of Opportunity was to provide violence prevention programs intended to keep at risk youth off the street provide conflict resolution and response resources. Communities of Opportunity provided those services through community-based organizations such as Heritage Camp, a summer program jointly funded by Communities of Opportunity and the Department of Children, Youth, and their Families; a number after school academic and athletic programs; and the Community Response Network. However, because community-based organization services are not included in the 2008 Plan, these programs may no longer be provided in the nodes. As safety is not addressed in the 2008 Plan, the extent of Communities of Opportunity’s role in improving safety will be limited to whatever safety results from poverty reduction. In order to address the community’s biggest concern of safety, Communities of Opportunity will need to create a plan to work with the San Francisco Police Department, San Francisco Housing Authority, and the Mayor’s Office of Criminal Justice to increase safety.

Communities of Opportunity Revenues

FY 2007-2008 and FY 2008-2009

Revenues	FY 2006- 2007	FY 2007- 2008	Total
Stadium to Stadium	\$9,322	\$34,553	\$43,875
Evelyn & Walter Haas Jr. Fund	500,000	500,000	1,000,000
Mimi & Peter Haas Fund	300,000	340,000	640,000
Stuart Foundation	300,000	300,000	600,000
California Endowment	250,000	250,000	500,000
Walter and Elise Haas Fund	250,000	250,000	500,000
Hewlett Foundation	225,000	225,000	450,000
United Way	-	100,000	100,000
Fannie Mae Grant	50,000	25,000	75,000
Koret Foundation	-	25,000	25,000
PG&E	-	25,000	25,000
Other	-	<u>3,700</u>	<u>3,700</u>
Subtotal Foundation and Grant Funding	1,875,000	2,043,700	3,918,700
 Total Fees & Interest	 (67,684)	 (78,017)	 (145,702)
 Total Revenues	 \$1,816,638	 \$2,000,236	 \$3,816,873

Communities of Opportunity Expenditures
FY 2007-2008 and FY 2008-2009

Program Office Expenditures	FY 2006- 2007	FY 2007- 2008	Total
Salaries	\$143,543	\$245,599	\$389,142
Benefits	26,079	60,453	86,532
Third Street Corridor Manager	(7,378)	(81,692)	(89,070)
Americorp Intern	0	7,500	7,500
Personnel Costs	<u>5,588</u>	<u>0</u>	<u>5,588</u>
Subtotal Staff Costs	167,833	231,859	399,692
Facilities Rehabilitation	80,942	12,288	93,230
Occupancy expense	4,911	27,180	32,091
Technology	18,500	8,944	27,444
Telecommunications	<u>2,090</u>	<u>14,373</u>	<u>16,463</u>
Subtotal Overhead	106,443	62,784	169,227
Events	97,354	65,337	162,690
Opportunity Centers	<u>0</u>	<u>135,946</u>	<u>135,946</u>
Subtotal Community Building	97,354	201,283	298,637
Data & Evaluation	15,000	102,617	117,617
Conferences	350,878	220,004	570,882
Marketing	<u>6,445</u>	<u>22,161</u>	<u>28,606</u>
Subtotal Program Office Activities	372,323	344,782	717,105
Affinity groups	6,500	0	6,500
Communications	286,000	24,231	310,231
Faith-based groups	8,000	7,500	15,500
Grant writer	15,550	3,100	18,650
Housing consultant	0	7,600	7,600
Membership	28,832	0	28,832
Workforce development	16,782	12,480	29,262
Youth Coordinator	<u>0</u>	<u>48,248</u>	<u>48,248</u>
Subtotal Consultants	361,664	103,159	464,823
Total Program Office Expenditures	1,105,616	943,868	2,049,484

Program Expenditures	FY 2006- 2007	FY 2007- 2008	Total
Just Like Cash	\$0	\$46,624	\$46,624
NBO Institute	37,650	3,019	40,669
SF CAN DO	0	18,001	18,001
Resident Leadership Development	<u>24,999</u>	<u>15,000</u>	<u>39,999</u>
Subtotal Capacity Building Programs	62,649	82,644	145,293
Ed-Link	18,000	0	18,000
Neighborhood clean up	60,000	90,199	150,199
Youth Summer Employment	<u>15,910</u>	<u>17,068</u>	<u>32,978</u>
Subtotal Employment Programs	93,910	107,267	201,177
620 Circle	0	29,891	29,891
Family Independence Initiative	<u>8,204</u>	<u>56,000</u>	<u>64,204</u>
Subtotal Literacy Programs	8,204	85,891	94,095
Stadium to Stadium	<u>2,500</u>	<u>59,980</u>	<u>62,480</u>
Subtotal Health Programs	2,500	59,980	62,480
HopeSF RAP	<u>0</u>	<u>11,867</u>	<u>11,867</u>
Subtotal Housing Programs	0	11,867	11,867
Community Response Network	0	200,000	200,000
Village Vans	<u>0</u>	<u>22,998</u>	<u>22,998</u>
Subtotal Safety Programs	0	222,998	222,998
Tech Connect	<u>6,912</u>	<u>0</u>	<u>6,912</u>
Subtotal Technology Programs	6,912	0	6,912
Academic Athletes	49,000	142,599	191,599
College Kids	0	122,473	122,473
Heritage Camp	0	338,007	338,007
Parent University	0	100,000	100,000
T-10s	<u>0</u>	<u>157,710</u>	<u>157,710</u>
Subtotal Youth Programs	49,000	860,789	909,789
Total Program Expenditures	223,175	1,431,436	1,654,611
Total Expenditures	\$1,328,791	\$2,375,305	\$3,704,095

1. City Oversight of Communities of Opportunity

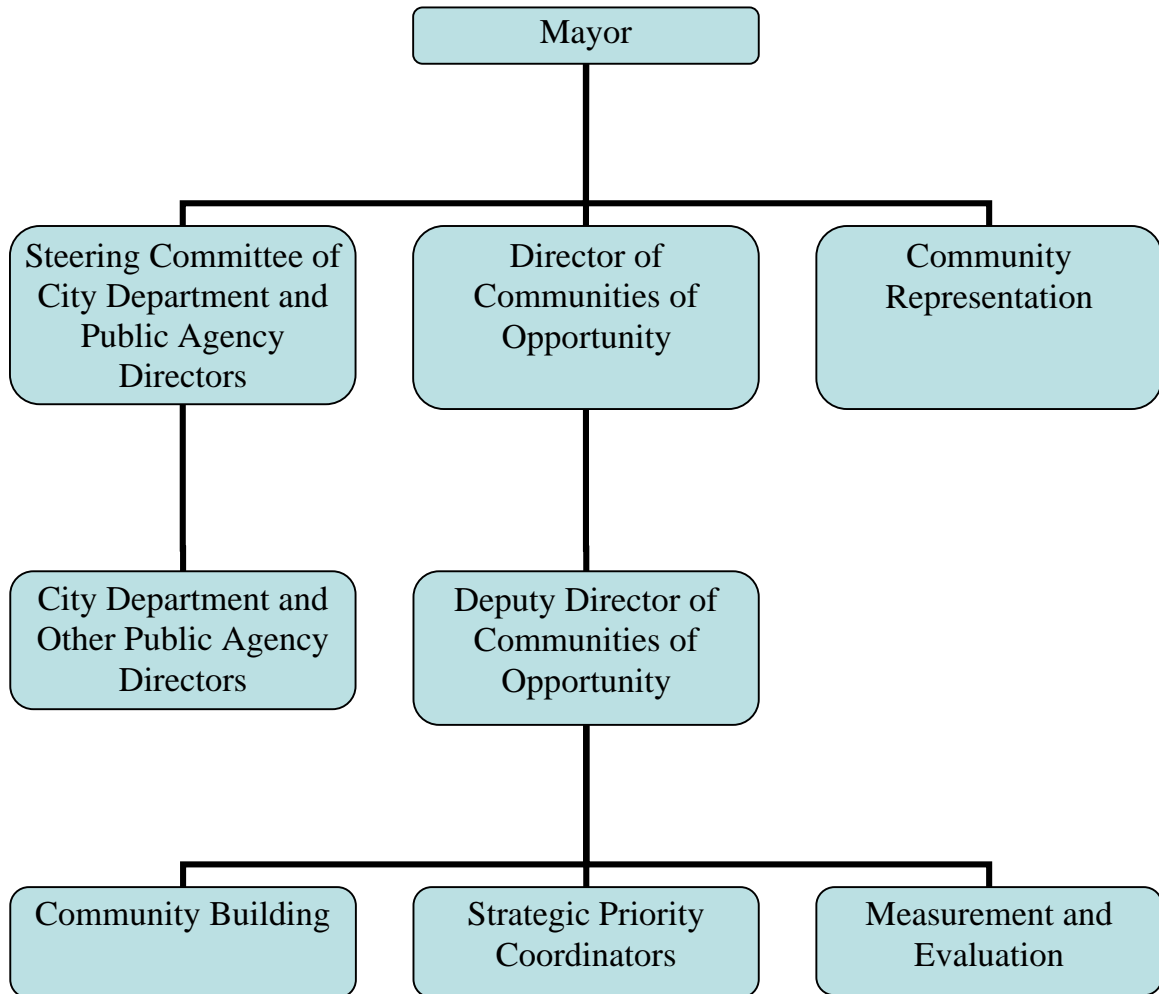
- **Communities of Opportunity has lacked a governance structure since its inception in 2006, resulting in inadequate City department oversight and involvement in Communities of Opportunity. In May 2006, Communities of Opportunity's Pilot Phase Business Plan (2006 Plan) laid out an oversight strategy that included a steering committee and a fiscal advisory board. Although a steering committee consisting of City department directors participated in the business planning process, this committee has not continued to provide ongoing oversight, meeting only three times in 28 months. Nor did the 2006 Plan define the steering committee's role.**
- **Although the 2006 Plan called for an advisory board consisting of public and private representatives to oversee disbursement of private foundation monies, Communities of Opportunity is only now implementing this advisory board with the first meeting on September 22, 2008. Private foundations have provided fiscal oversight of Communities of Opportunity in the advisory board's absence.**
- **Communities of Opportunity is now convening an Interagency Council that extends beyond Communities of Opportunity's neighborhood focus. The council would consist of City department directors, some of whom will participate in the proposed advisory board. The proposed Interagency Council's scope of responsibility would include the Citywide Violence Prevention Plan, the Hope SF redevelopment of public housing, the Transitional Age Youth program, and workforce development.**
- **Through the establishment of the Interagency Council, Communities of Opportunity involvement is shifting from the original focus on four nodes to Citywide initiatives. While Communities of Opportunity intends to coordinate the Citywide initiatives with Communities of Opportunity programs in its four nodes, it risks loss of focus. Communities of Opportunity needs to carefully define its relationship with the four Citywide initiatives to maintain its focus on the four nodes.**

Organization and Oversight of Communities of Opportunity

The Mayor has ultimate responsibility for and leadership of Communities of Opportunity. Under the 2006 Pilot Phase Business Plan (2006 Plan), the Mayor's Director of Communities of Opportunity leads implementation of the initiative, working closely with City department directors, other public agencies, non-profit organizations, community members, and private foundations.

Organizationally, the Director of Communities of Opportunity reports directly to the Mayor. Under the 2006 Plan, the work of Communities of Opportunity was to be directed by the steering committee and community representatives.

Chart 1
Communities of Opportunity Organization



Source: Communities of Opportunity 2006 Plan

Under the 2006 Plan, Communities of Opportunity oversight was to be provided by the:

- Director of Communities of Opportunity as a representative of the Mayor,
- Steering committee of City department and agency directors, and
- Community through the Community Voice mechanism (discussed in Section 5).

Additionally, the 2006 Plan provided for an advisory board of foundation and City representatives to provide fiscal oversight.

Communities of Opportunity Program Office Staff

Program implementation of Communities of Opportunity rests with only two staff: the Director and the Deputy Director of Communities of Opportunity. The Director was hired during the early stages of Communities of Opportunity and appointed as a senior Mayoral staff member in January 2008. The Deputy Director was hired in September 2006 and is funded by the private foundations. According to the Director and the Deputy Director, they work closely together, although the Deputy Director does not have a direct reporting relationship to the Director. The two jointly produce the semiannual fiscal reports to the private foundations funding Communities of Opportunity initiative, evaluating implementation of the initiative.

The Director's responsibilities include representing the Mayor and working with the Board of Supervisors and City department directors. Although the 2006 Plan called for a community manager, this position has never been hired and the Director of Communities of Opportunity has filled this role, including supervising the paid staff in the Opportunity Centers located at the four public housing nodes (see Section 5) and working with community representatives.

The Deputy Director works with City departments to plan for implementation of specific programs within Communities of Opportunity. This position is also responsible for compiling program data to be used for program planning, and working with the Director in fundraising.

Steering Committee

According to the 2006 Plan, the steering committee participated in the business planning process and was to continue to meet periodically. The steering committee consisted of the Director of Communities of Opportunity, the directors of the Mayor's Offices of Community Investment, Housing, Criminal Justice, Education, and Policy, as well as City department and public agency directors, including:

- Department of Economic and Workforce Development
- Department of Children, Youth and their Families
- San Francisco Police Department
- San Francisco Housing Authority
- Department of Public Health
- Human Services Agency; and

- Juvenile Probation Department

According to the 2006 Plan, these steering committee members met several times during the planning process and individual steering committee members assumed responsibility for core elements of Communities of Opportunity implementation.

Although the 2006 Plan anticipated that the steering committee would continue to meet periodically, the plan never defined the role of the steering committee. According to the Director of Communities of Opportunity, the steering committee met three times since May 2008, with the last meeting on September 15, 2008 during the management audit. The actual participation of the steering committee members has not been documented in meeting attendance lists, agendas, or minutes.

Department Directors' Participation in Specific Communities of Opportunity Initiatives

Although City department directors have not participated actively in the Communities of Opportunity steering committee, they have participated in specific Communities of Opportunity programs, including planning two new initiatives to better deliver City services¹:

1. Pre-development services provided by City departments as part of the redevelopment of public housing through Hope SF², and
2. Coordinated case management for families involved in multiple City systems (called SF CAN DO).

The Hope SF services planning executive oversight committee included 9 department directors or representatives from the:

- Mayor's Office of Community Investment
- Department of Public Health
- San Francisco Redevelopment Agency
- Department of Children, Youth, and their Families
- Department of Economic and Workforce Development
- Human Services Agency
- Juvenile Probation
- Housing Authority
- Mayor's Office of Housing

Not all department directors attended all executive oversight committee meetings, but according to the Director of Communities of Opportunity, all reviewed the draft Hope SF Pre-Development Resident Services Plan and provided comments.

The Chief Adult Probation Officer and the Human Services Agency's Deputy Director for Family and Children's Services have played lead roles in planning for coordinated

¹ City departments have also participated in other Community of Opportunity programs, discussed in Section 2.

² Under Hope SF, the City will fund redevelopment of public housing, with an estimated initial cost of \$100 million. The first four Hope SF public housing redevelopment projects include Hunters View and Sunnydale, which are Communities of Opportunity nodes, and Potrero Terrace and Westside Court.

case management for Communities of Opportunity residents involved in multiple City systems, as discussed in Section 2. Staff from the Juvenile Probation Department, Department of Public Health, First Five Commission, Department of Children, Youth, and their Families, and the San Francisco Unified School District have participated in planning workgroups.

Communities of Opportunity Advisory Board

The 2006 Plan also called for an advisory board, composed of public and private representatives, to set and monitor Communities of Opportunity spending priorities. The advisory board was not included in the proposed organization chart and was never formed. According to the Director of Communities of Opportunity, spending priorities in 2006 through 2008 were set through discussions with the foundations funding Communities of Opportunity. The Director of Communities of Opportunity reported to the foundations on Communities of Opportunity's programs and spending in the December 31, 2007 Year-End report and the July 1, 2008 Fiscal Year-End Report.

The 2008 Plan continued to call for an advisory board, composed of six to eight members representing City agencies and private foundations. The role of the advisory board would be to:

- Monitor Communities of Opportunity and oversee its progress;
- Review and approve semi-annual financial and progress reports; and
- Report to foundations contributing to pooled Communities of Opportunity funds.

According to the Director of Communities of Opportunity, the advisory board has now been established and conducted its first meeting on September 22, 2008.

The Interagency Council

The Mayor called for an Interagency Council in the June 2008 Violence Prevention Plan to facilitate interdepartmental collaboration and cooperation in implementing anti-poverty programs Citywide. The Interagency Council is to be responsible for coordinating five initiatives, including:

1. Communities of Opportunity,
2. Hope SF,
3. CityBuild and Workforce Development,
4. Transitional Age Youth, and
5. The Violence Prevention Plan.

According to the Communities of Opportunity's 2008 Business Plan Update (2008 Plan), the Interagency Council would coordinate efforts across multiple City priorities, including the Transitional Age Youth Program, the Violence Prevention Plan, and Hope SF. The Interagency Council would be responsible for working with the Mayor's Office and City departments to align City department resources and budgets with Communities of Opportunity, Hope SF, Violence Prevention Plan, and Transitional Age Youth programs.

Discussion of the Interagency Council was included in the December 31, 2007 Year-End Report. According to this report, the Interagency Council would be convened jointly with the Transitional Aged Youth Task Force, sponsored by the Department of Children, Youth, and their Families, and the Violence Prevention Plan, under the direction of the Mayor's Violence Prevention Director, which would consist of City department directors and senior managers, would meet regularly and drive implementation of Communities of Opportunity.

The Directors of the Mayor's Office of Community Investment and the Mayor's Office of Policy serve as co-chairs of the proposed Interagency Council. The Interagency Council has not yet been formed, although Communities of Opportunity expects the first formal meeting to occur prior to December 2008. Representatives from the five City initiatives have met to plan for the Interagency Council, including the:

1. Communities of Opportunity;
2. Office of Workforce Development, within the Department of Economic and Workforce Development;
3. Transitional Age Youth program, within the Department of Children, Youth, and Their Families;
4. Mayor's Director of Violence Prevention; and
5. Hope SF, represented by the Mayor's Office of Housing and the Human Services Agency.

According to the Director of the Mayor's Office of Community Investment, representatives of these five initiatives have identified overlaps in funding for anti-poverty programs citywide. In forming the Interagency Council, the representative City departments hope to better identify City goals, align City department resources to achieve these goals, and increase accountability through better measurement of programs designed to achieve these goals. The City departments and agencies expected to participate include the:

- Human Services Agency;
- Department of Public Health;
- Adult Probation Department;

- Juvenile Probation Department;
- Department of Children, Youth, and Their Families;
- First Five Commission;
- Mayor's Office of Housing; and
- Department of Economic and Workforce Development.

Some of the Interagency Council participants will overlap with the proposed Communities of Opportunity advisory board.

The Mayor's Office will issue a request for proposals in the fall of 2008 to select a facilitator to form the Interagency Council. Through the facilitator, the City departments are expected to address:

- (1) How these departments can best serve the City's most vulnerable populations;
- (2) What needs have been identified;
- (3) What data exists and can be shared; and
- (4) What resources exist and can be better aligned.

The proposed Interagency Council has moved beyond the specific Communities of Opportunity nodes to a Citywide perspective. According to the Director of Communities of Opportunity, while the Interagency Council has a Citywide perspective, Communities of Opportunity will continue to focus on the four nodes. The Communities of Opportunity will need to clearly define its focus within the Citywide Interagency Council in order to not expand Communities of Opportunity programs before they have been successfully implemented and evaluated in the four original nodes.

Conclusion

The Communities of Opportunity has not had formal oversight since its inception in 2006. As a result, no formal entity has coordinated City department efforts in planning and implementing Communities of Opportunity's programs or held City departments accountable to program implementation. Although City department directors have participated in planning for specific Communities of Opportunity initiatives, such as Hope SF pre-development services and coordinated case management planning, neither the steering committee nor advisory board called for in the 2006 Plan have functioned.

The Interagency Council has now been tapped to provide governance to Communities of Opportunity as well as four other Citywide initiatives. Through the establishment of the Interagency Council, Communities of Opportunity involvement is shifting from the original focus on four nodes to Citywide initiatives. While the Communities of

Opportunity intends to coordinate the four other Citywide initiatives with Communities of Opportunity programs in its current four nodes, it risks loss of focus. The Communities of Opportunity programs in the four nodes are in early stages of planning or implementation with insufficient information to determine if they can be expanded successfully to other locations. At the same time, the draft Hope SF Pre-Development Resident Services Plan considers expansion of Communities of Opportunity programs to other public housing sites scheduled for redevelopment as discussed in Section 2. Because the Interagency Council's oversight role is broader than Communities of Opportunity, the Communities of Opportunity needs to define its relationship to the four Citywide initiatives.

Recommendations

The Director of Communities of Opportunity should:

- 1.1 Report to the Board of Supervisors prior to December 31, 2008 on the membership and mission of the steering committee and the advisory board.
- 1.2 Report to the Board of Supervisors prior to December 31, 2008 regarding implementation of the Interagency Council, including:
 - (a) Interagency Council goals and scope;
 - (b) City department participation;
 - (c) Planning process for coordinating Citywide resources for anti-poverty services; and
 - (d) Defining the relationship of Communities of Opportunity's place-based focus with the Interagency Council's Citywide objectives.

Costs and Benefits

The intent of the Budget Analyst's recommendation is for the Interagency Council to establish an ongoing process of communication with the Board of Supervisors; and for the Board of Supervisors to provide direction to the City departments participating in the Interagency Council for allocating resources to anti-poverty programs.

2. Responsibility of City Departments in Implementing Communities of Opportunity

- **City department participation in Communities of Opportunity has been uneven and slow to develop. The 2006 Pilot Phase Business Plan (2006 Plan) never clearly defined how City departments were to work together to identify and develop programs as part of Communities of Opportunity.**
- **Beginning in FY 2008-2009, Communities of Opportunity shifted from directly funding programs to working with City departments to design and fund “on-ramp” services connecting Communities of Opportunity residents to City services. The 2008 Business Plan Update (2008 Plan) linked the on-ramp services to existing City initiatives, including (a) redevelopment of public housing under Hope SF, (b) workforce development, and (c) SF Promise to guarantee financial assistance to San Francisco students graduating from high school.**
- **Because the major City department programs and initiatives under Communities of Opportunity are in the planning stage with departments unevenly engaged, the Director of Communities of Opportunity will need to work with the Interagency Council to ensure follow-through on these programs and initiatives.**
- **The Communities of Opportunity on-ramp programs to be implemented through City departments - such as the Rental Assistance Program or Parent University - could meet specific program goals. However, Communities of Opportunity’s current structure and process do not demonstrate how these programs will contribute to Communities of Opportunity’s stated purpose of “strengthening the southeast sector” as a whole.**

City Department Participation in Communities of Opportunity

City department participation in Communities of Opportunity has been uneven and slow to develop. The 2006 Pilot Phase Business Plan (2006 Plan) never clearly defined how City departments were to work together to identify and develop programs as part of Communities of Opportunity.

In the Communities of Opportunity December 31, 2007 Year-End Report to the foundations, Communities of Opportunity proposed changes to its approach to strengthen City departments’ involvement, including:

1. Appointing the Director of Communities of Opportunity as senior staff within the Mayor’s Office;

2. Developing department work teams consisting of senior managers; and
3. Implementing the Interagency Council, as discussed in Section 1.

From FY 2006-2007 until FY 2008-2009 City departments have not included Communities of Opportunity programs in their budget, although the Department of Children, Youth, and their Families provided some funding to Communities of Opportunity programs through their regular grant-making process. According to the Director of Communities of Opportunity, City departments participated in some Communities of Opportunity programs within their existing department resources, as shown in Table 2.1 below.

Table 2.1
Communities of Opportunity Programs with City Department Participation

Program Area	Program Name	2006 to 2008 COO Funds	City Department Participation
Capacity Building	Just Like Cash	\$46,624	
Capacity Building	NBO Institute	40,669	
Capacity Building	Coordinated Case Management (SF CAN DO)	18,001	Human Services Agency, Adult Probation, Juvenile Probation, Public Health, Children, Youth & their Families, Housing Authority, Unified School District
Capacity Building	Resident Leadership Development	39,999	
Employment	Ed-Link	18,000	
Employment	Neighborhood clean up	150,199	Department of Public Works
Employment	Youth Summer Employment	32,978	Children, Youth & their Families
Financial Literacy	620 Circle	29,891	
Financial Literacy	Family Independence Initiative	64,204	Mayor's Office of Community Investment, Human Services Agency
Health	Stadium to Stadium	62,480	Public Health
Health	SE Clinic Eye Care Program	0	Public Health
Housing	Hope SF Rental Assistance	11,867	Housing Authority, Mayor's Office of Housing, Human Services Agency
Safety	Community Response Network	200,000	Children, Youth & their Families, District Attorney
Safety	Village Vans	22,998	Mayor's Office of Community Investment
Technology	Tech Connect	6,912	Department of Technology
Youth	Academic Athletes	191,599	Children, Youth & their Families
Youth	College Kids	122,473	
Youth	Heritage Camp	338,007	Children, Youth & their Families, Arts Commission
Youth	Parent University	100,000	Children, Youth & their Families, First Five Commission
Youth	T-10s	157,710	
Total		\$1,654,611	

Source: Communities of Opportunity

Department of Children, Youth, and their Families

As shown in Table 2.1, the Department of Children, Youth, and their Families was the major City department participating in Communities of Opportunity programs in the first two years. Because Communities of Opportunity's focus is families, the Department of Children, Youth, and their Families helped plan or partially fund several programs through their established grant-making process, including

- \$100,000 to the Heritage Camp, a summer day camp for youth living in the four Communities of Opportunity nodes that was first conducted in the summer of 2006.
- \$350,000 for the Parent University, of which \$300,000 was allocated to the Department's Family Ambassador Program to provide outreach and support in the Communities of Opportunity nodes. The Parent University began in January 2008.
- \$100,000 for Academic Athletes providing year-round sports programs combined with academic tutoring.

Some existing Department of Children, Youth, and their Families grant programs intersect with the Communities of Opportunity nodes. In the 2007-2010 funding cycle, the Department of Children, Youth, and their Families granted \$3.1 million to the Community Response Network for programs in high risk City neighborhoods that address youth gang violence, including in Communities of Opportunity nodes. The Department of Children, Youth, and their Families also supports youth employment and educational afterschool programs in Communities of Opportunity nodes as part of their Citywide funding allocation.

According to the December 31, 2007 Year-End Report, the Communities of Opportunity programs described in Table 2.1 were intended to be "catalyze" change but not to be long-term solutions. The December 31, 2007 report states that Communities of Opportunity has begun discussions with the Department of Children, Youth, and their Families and other City departments to transition these programs into mainstream City programs.

Streamlining Programs in the 2008 Plan

Beginning in FY 2008-2009, Communities of Opportunity shifted from directly funding programs to working with City departments to design and fund "on-ramp" services connecting Communities of Opportunity residents to City services. The 2008 Business Plan Update (2008 Plan) linked the on-ramp services to existing City initiatives, including:

- Hope SF in which the City will fund redevelopment of public housing;
- Workforce development; and

- SF Promise which guarantees college financial assistance to San Francisco students.

Table 2.2

The 2008 Plan’s On-Ramp Programs

Policy Area	Housing	Employment	Youth and Education
Existing City Programs	<u>Hope SF</u> : The City has proposed \$100 million in housing bonds to rebuild public housing managed by the San Francisco Housing Authority.	<u>Office of Workforce Development</u> : The existing City Build and other workforce development programs are coordinated with the Communities of Opportunity.	<u>SF Promise</u> : The Department of Children, Youth, and their Families has funded the San Francisco Unified School District, San Francisco State University, and support services to prepare sixth-grade students for college.
City Programs Connecting to Communities of Opportunity	<p><u>Residence Assistance Program</u>: The San Francisco Housing Authority’s program assists public housing residents to stay current with monthly rent payments.</p> <p><u>Individual Development Accounts</u>: This program, which has not yet been implemented, would assist residents in developing savings plans and financial management skills.</p>	<p><u>Job Readiness Program</u>: The Office of Workforce Development and other City departments would target job readiness programs to reduce barriers to employment, including obtaining high school diplomas and driver’s licenses, to Hope SF residents.</p> <p><u>Single Stop Benefits Screening</u>: This privately-funded program builds on a national model to assist low-income residents determine eligibility and apply for public benefits.</p>	<p><u>Parent University</u>: The Communities of Opportunity, First Five Commission, and the Department of Children, Youth, and their Families are jointly sponsoring a program to support parent education.</p> <p><u>Gateway to College</u>: The Communities of Opportunity is submitting a joint proposal with the San Francisco Community College District and Unified School District to the national Gateway to College Program to fund a drop-out recovery program.</p>

Source: 2008 Business Plan Update

On-Ramps to Services

The 2008 Plan more directly involves City departments than the 2006 Plan through on-ramp services. Of the six on-ramp services shown in Table 2.2, Communities of Opportunity participants point to the Rental Assistance Program as the main achievement to date.

The Rental Assistance Program

The San Francisco Housing Authority developed the Rental Assistance Program with assistance from the Deputy Director of Communities of Opportunity and the Mayor's Office of Housing. The Program has been implemented in Hunters View, the smallest of the Communities of Opportunity's four public housing sites and the first public housing site to be scheduled for redevelopment by Hope SF. In July 2008 the Housing Authority Commission adopted the pilot Rental Assistance Program's policies and procedures.

The Rental Assistance Program provides a payment plan for residents who are not current with their rent payments to become current, and provides incentives for residents to remain current with their rental payments. According to the Rental Assistance Program's policies and procedures, residents who make timely payments on their rent or payment plan can receive a \$150 incentive provided by the Communities of Opportunity or Catholic Charities. This incentive plan is available for the first two years of the program. As of August 2008, 52 households were eligible for the \$150 incentive.

Housing Authority policy, established by the federal department of Housing and Urban Development, requires eviction of residents for non-payment of rent. To be eligible for placement in new housing after the redevelopment of public housing sites by Hope SF, residents must be tenants in good standing, including current with rent payments.

According to the Director of Communities of Opportunity, since implementation of the Rental Assistance Program in March 2008, tenants current on their rent have increased from 39 percent to 86 percent, and tenants consistently paying their rent on time have increased from 15 percent to 46 percent. As of August 2008, 129 households out of 153 were participating in the program and were current with their rent payments or were participating in a payment plan.

Evaluation and Expansion of the Rental Assistance Program

Key components of Communities of Opportunity programs are:

1. The use of data to evaluate the program's effectiveness;
2. The ability to roll out pilot programs to other locations; and
3. The ability to sustain the program over time.

Communities of Opportunity is working with the Housing Authority and the Mayor's Office of Housing to evaluate the pilot Rental Assistance Program, and develop a plan to expand the program to the other three Communities of Opportunity housing sites, the first of which would be Alice Griffith. According to the Director of Communities of Opportunity, the Rental Assistance Program will not provide cash incentives to the other housing sites, which have a larger number of households than Hunters View, because of the high cost to provide these incentives.

The Parent University

The Parent University was implemented in August 2007 as a joint project of the First Five Commission, Department of Children, Youth, and their Families, and Communities of Opportunity. The Edgewood Center for Children and Families and Florence Crittenden Services were selected as the service providers through a competitive selection process, with the Edgewood Center serving as the lead agency.

The Parent University is intended to provide:

- Support for families with children under the age of five;
- Community leadership and involvement;
- Adult learning opportunities; and
- Programs to support children's success in school.

After the initial planning phase, the Parent University was to begin serving residents in December 2007. The Parent University uses a system of "family ambassadors" to recruit families for the Parent University's programs. Under the initial work plan, two of the programs – support for families with children under the age of five, and support for children's success in school – have recruited solely from Hunters View during the first six months. The community leadership and adult learning programs have recruited among all four Communities of Opportunity locations.

As of June 12, 2008 the Parent University had begun offering eight-week workshops to train parents to "be advocates for themselves and in their neighborhoods," and setting up Malcolm X Middle School as a community center. Implementation of the Parent University's program for children less than five years of age was behind schedule.

Implementation of the On-Ramp Programs

The on-ramp programs will be implemented in the Communities of Opportunity public housing sites marked for redevelopment under Hope SF. The 2006 Hope SF Task Force identified eight distressed public housing sites for redevelopment, including all four Communities of Opportunity sites.

The Housing Authority Commission selected Hunters View as the first site for redevelopment. In March 2008 the Housing Authority Commission added Sunnydale and two other public housing sites¹ to the list of Hope SF projects. Hunters Point and Alice Griffith are not currently scheduled for redevelopment under Hope SF.

The 2006 Plan linked improvement in housing to workforce development and other services. The 2008 Plan states that Communities of Opportunity has worked with the Mayor's Office of Housing and the Redevelopment Agency to plan services for residents as part of the redevelopment of the public housing sites.

Hope SF Pre-Development Services Plan

The Human Services Agency, Mayor's Office of Housing, Office of Workforce Development, and Communities of Opportunity jointly released a draft Pre-Development Resident Services Plan in August 2008. The intent is to coordinate City-funded services for public housing residents prior to development, during the construction and relocation phase, and once the development is complete and residents have moved into the new housing. The goal is to stabilize families economically and socially, providing a higher quality of life as well as improved housing.

The Pre-Development Services Plan primarily addresses services provided by City agencies prior to development of new public housing. Under Hope SF, the developer is expected to draft the service plan for the construction phase and once the development is complete. The Pre-Development Service Plan includes Communities of Opportunity and other programs, including:

- The Rental Assistance Program, which has been implemented at Hunters View, as discussed above;
- Workforce development, including job readiness and training;
- Coordinated case management
- Benefits screening;
- Individual development accounts; and
- Transportation.

The Hope SF executive oversight committee, consisting of department directors from the major agencies participating in Communities of Opportunity and Hope SF, coordinates services among the participating city agencies. The oversight committee meets on an ad hoc basis.

¹ The other two sites – Potrero Terrace and Westside Courts – are not within the Communities of Opportunity locations.

The Hope SF targeted services provided to the public housing residents under the Pre-Development Services Plan are the same as the on-ramp services described in Table 2.2. Transportation is provided through existing Municipal Transportation Agency services as well as the Communities of Opportunity's Village Van program.

Job Readiness and Workforce Development Programs in the Hope SF Pre-Development Services Plan

The Hope SF Task Force Report recommended connecting the Office of Workforce Development's² job training programs, including the existing City Build program,³ to the redevelopment of the public housing sites. The City Build program is intended to ensure that public housing residents benefit from the construction of new housing as part of Hope SF.

Interdepartmental Memorandum of Understanding

The Department of Economic and Workforce Development has participated in drafting a Memorandum of Understanding with the Redevelopment Agency, Housing Authority, Mayor's Office of Housing, and the Mayor's Office of Community Investment, defining the responsibilities of each agency in preparing and placing residents into construction jobs for the construction of the new Hunters View development, which is the first of the Hope SF developments. The Memorandum of Understanding addresses both construction jobs and services jobs, including permanent retail jobs once the development is completed.

The Proposed Bridge to Success Job Readiness Training Program

The Pre-Development Services Plan outlines the Office of Workforce Development's job readiness training program, including:

- Outreach and recruitment using the Communities of Opportunity's peer coaches (see Section 5);
- Vocational needs assessment; and
- Access to support services needed during training, job search, and post placement, if necessary.

The job readiness training program is intended to assist Hope SF residents with benefits eligibility, obtaining driver's licenses and General Educational Development (GED) diplomas, and other requirements for job training and placement as preliminary steps in preparing residents for jobs. The job readiness training program will also include life

² The Office of Workforce Development is part of the Department of Economic and Workforce Development.

³ The Office of Workforce Development's City Build program provides low-income City residents job readiness and job training programs with the intent to place these residents into construction jobs with City contractors.

skills (such as punctuality and conflict management) programs. The Office of Workforce Development expects the first group of participants to begin in January 2009.

Existing City Build Programs in the Southeast Neighborhoods

According to the Office of Workforce Development, the job readiness training strategies outlined in the draft Hope SF Pre-Development Services Plan are intended to augment existing programs currently offered by the Office of Workforce Development and other City departments through community-based organizations in the southeast neighborhoods. According to the City Build director, the Communities of Opportunity's peer coaches are able to recruit public housing residents for City Build training programs that the community-based organizations have been unable to reach.

Opportunity Centers and Peer Coaches in the Pre-Development Service Plan

The draft Hope SF Pre-Development Service Plan relies on the Communities of Opportunity's Opportunity Centers and peer coach network to recruit and provide service referrals. Under the Pre-Development Service Plan, the Opportunity Centers and peer coaches would be extended to the other Hope SF development sites, depending on funding availability.

Communities of Opportunity's Proposed Changes to City Departments' Fundamental Processes

The 2008 Plan identifies two changes to City departments' infrastructure to improve processes, including:

1. Create a mechanism to better share data among City departments, discussed in Section 3 of this report;
2. Develop coordinated case management for families accessing multiple City systems, such as Juvenile and Adult Probation, Child Protective Services, and CalWorks, discussed below; and

Implementing Coordinated Case Management

The Communities of Opportunity is in the early stages of developing coordinated case management, including interdepartmental access to case data. Of the 2,600 families living in the four nodes, an estimated 650 are involved in multiple City systems. Coordinated case management will initially include an estimated 150 families living in the Hunters View and Hunters Point nodes.

The 2006 Plan listed multiple programs that were to be implemented within the first 24 months. Two of those programs included (1) integration of wrap-around programs for families in chronic crisis and (2) launching integrated wrap-around programs for youth in the juvenile justice system and other systems of care. According to the December 31,

2007 year-end report to the foundations, the Human Services Agency, through the Deputy Director for Children and Family Services, has taken the lead in implementing coordinated case management for families engaged in multiple systems. The goal of coordinated case management (called SF CAN DO) is to create a single plan for families with mandated case management in multiple agencies, such as Adult and Juvenile Probation, CalWORKS, Child Welfare, and Community Behavioral Health.

The Human Services Agency, through a grant from the Stuart Foundation, has hired a consultant from the Family Justice Initiative, which implemented a similar program in New York City. The consultant developed a draft work plan in July 2008, covering the first of three years of planning and implementation. Currently, the Human Services Agency, Adult Probation Department, and Department of Public Health are the lead departments planning for coordinated case management. Representatives from the, Juvenile Probation Department, Housing Authority, San Francisco Unified School District, and Department of Children, Youth, and their Families participate in workgroup meetings.

In the first year, the work plan calls for:

- Setting up interdepartmental work groups;
- Reviewing each department's case management forms and make recommendations for form revisions, developing standardized case management forms among the departments;
- Conducting focus groups in the Communities of Opportunity neighborhoods to identify how families experience the systems that provide services to children;
- Identifying case management reporting requirements to state and federal funding agencies and how information in these reports can be used to determine outcome measures for families involved in multiple systems; and
- Training work group members and department staff in coordinated case management.

The Human Services Agency hopes to implement trial coordinated case management by the Spring of 2009. Human Services Agency staff will need to learn the referral process, and attend interdisciplinary family meetings. The goal is to roll out this program with staff who are well-trained in coordinated case management.

Confidentiality Restrictions for Coordinated Case Management Information Sharing

City departments will need to obtain informed consents for release of information before client information can be shared among City departments. Federal and state requirements restrict access to information about recipients of benefits. The Human Services Agency can share some information under the State Welfare and Institution Code if information sharing is (a) in the best interest of the program, or (b) used for the prevention of child abuse. The Human Services Agency can discuss clients with other agencies for case planning to prevent child abuse. In these instances the common client must sign a “release of information” and be included in the discussion.

City departments will need to obtain informed consent for release of information for each family involved in multiple systems to allow information sharing under coordinated case management. According to the Deputy Director of the Communities of Opportunity, the coordinated case management work groups are identifying what information needs to be shared for case planning and drafting informed consent forms for participating families. The second step is to determine what data is necessary to track and measure long term outcomes. This process is expected to parallel the coordinated case management process over the next nine to twelve months.

City Departments’ Uneven Participation

The extent to which City departments have participated in Communities of Opportunity varies depending on the department’s main functions or responsibilities. The Department of Children, Youth, and their Families and the Human Services Agency have been the two main departments participating in Communities of Opportunity. The Department of Children, Youth, and their Families funds Communities of Opportunity programs through their grant making process. The Human Services Agency, which is charged with providing services and benefits to low-income families, plans and coordinates with Communities of Opportunity programs.

Other City departments participate in the Communities of Opportunity to varying degrees:

- The Juvenile Probation Department has worked with the Communities of Opportunity to redesign the program to connect Juvenile Hall youth with service providers.
- The Adult Probation Department is working with the Human Services Agency to develop a coordinated case management program.
- The Mayor’s Office of Housing and the Office of Workforce Development, within the Department of Economic and Workforce Development, are working with the Human Services Agency to plan services for residents as part of the Hope

SF redevelopment of public housing. The San Francisco Housing Authority and Department of Children, Youth, and their Families are also participating.

- The Office of Workforce Development is also coordinating the existing City Build program to better reach residents of the Communities of Opportunity sites.

Other City departments are less directly involved. The Department of Public Health sends staff to the coordinated case management work group meetings and is working with the Communities of Opportunity to develop standard contract language requiring providers to offer services to individuals referred by the Communities of Opportunity. The Mayor's Office of Community Investment funds programs in the Bayview/Hunters Point/Visitacion Valley neighborhoods that intersect with the Communities of Opportunity as part of their regular grant-making process, and the Director of the Mayor's Office of Community Investment will serve as co-chair to the Interagency Council. The Mayor's Office on Criminal Justice, the Police Department, and the Redevelopment Agency are not active participants.

Because most of the residents within the four Communities of Opportunity locations live in public housing, the San Francisco Housing Authority works with the Communities of Opportunity through the Rental Assistance Program. The Housing Authority also provides family income data to the Communities of Opportunity for performance measurement.

The San Francisco Unified School District and the Community College District are participating in specific proposals. The Community College District along with the San Francisco Unified School District is preparing a joint proposal with the Communities of Opportunity to develop a drop-out recovery program. The Community College District is developing a program to certify community based organizations through the Southeast Community College campus.

Conclusion

City departments have been slow in implementing programs to support Communities of Opportunity. The 2006 Plan did not define the role of City departments in implementing Communities of Opportunity and the 2008 Plan, which shifted Communities of Opportunity's focus to providing on-ramps to City programs and services, was only completed in May 2008. Currently, only two Communities of Opportunity programs supported by City departments - the Rental Assistance Program and Parent University - are in early stages of implementation.

Because the major City department programs and initiatives under Communities of Opportunity - including coordinated case management and Hope SF pre-development services - are in the planning stage with departments unevenly engaged, the Director of the Communities of Opportunity will need to work with the Interagency Council to ensure follow-through on these programs and initiatives.

Communities of Opportunity also needs to carefully define its focus. Because the draft Hope SF Pre-Development Resident Services Plan considers expanding Communities of Opportunity on-ramp programs to other Hope SF public housing sites scheduled for redevelopment, the geographic focus could shift from the four Communities of Opportunity nodes.

The Communities of Opportunity on-ramp programs to be implemented through City departments - such as the Rental Assistance Program or Parent University - could meet specific program goals. However, Communities of Opportunity's current structure and process do not demonstrate how these programs will contribute to Communities of Opportunity's stated purpose of "strengthening the southeast sector" as a whole.

Recommendations

The Director of Communities of Opportunity, in conjunction with the Interagency Council, should:

- 2.1 Develop a process ensuring follow through and completion of coordinated case management, and on-ramp programs, including the (a) Resident Assistance Program, (b) Individual Development Accounts, (c) Job Readiness Program, (d) Single Stop Benefits Screening, (e) Parent University, and (f) Gateway to College. This process should define each City department's roles, responsibilities, and accountability to the process.
- 2.2 Begin discussions within the Interagency Council on how (a) the programs implemented through the four Communities of Opportunity nodes relate to the programs implemented to the Hope SF public housing redevelopment sites; and (b) how specific program goals relate to the overall Communities of Opportunity goals, in order to revise and refine implementation plans.
- 2.3 Report to the Board of Supervisors prior to December 31, 2008 on the status of coordinated case management, including:
 - (a) The process to ensure follow through and completion of planning, as discussed in Recommendation 2.1;
 - (b) Each department's actual participation and accomplishments to date in comparison to the work plan, including the (1) Human Services Agency, (2) Adult Probation Department, (3) Juvenile Probation Department, and (4) Department of Public Health;
 - (c) The overall accomplishments of the coordinated case management process to date in comparison to the work plan; and
 - (d) Projected revisions to the respective departments' proposed FY 2009-2010 budgets due to implementation of coordinated case management, including the (1) Human Services Agency, (2) Adult Probation

Department, (3) Juvenile Probation Department, and (4) Department of Public Health.

- 2.4 Report to the Board of Supervisors prior to December 31, 2008 on the status of Communities of Opportunity's on-ramp programs, including the (a) Resident Assistance Program, (b) Individual Development Accounts, (c) Job Readiness Program, (d) Single Stop Benefits Screening, (e) Parent University, and (f) Gateway to College. This report should include the:
- (a) Status of planning or implementation for each on-ramp program;
 - (b) Program measures and resident participation;
 - (c) City department participation; and
 - (c) Projected on-ramp program costs proposed in respective City departments in FY 2009-2010.

Costs and Benefits

These recommendations should be implemented within the Community of Opportunity's existing process to plan and implement programs and initiatives. Implementing these recommendations should (a) develop the processes to ensure follow-through on the Communities of Opportunity's program planning and (b) maintain communication with the Board of Supervisors on the Communities of Opportunity.

3. Data Sharing Among City Departments and Agencies

- **The 2006 Plan intends Communities of Opportunity to be a data-driven initiative, but Communities of Opportunity faces technical, legal, and process obstacles to collecting and sharing City department client-level data. During the next 9 to 12 months, Communities of Opportunity plans to pilot coordinated case management for approximately 150 families who live in the Hunters View and Hunters Point nodes and are involved in multiple City systems. Although several City departments will need to share client data to implement City department’s planned coordinated case management, City departments are unlikely to implement the data-sharing required to support coordinated case management within the 9 to 12 month timeframe because department information systems lack technical compatibility, and State and other legal and confidentiality restrictions prevent sharing of most family-specific data among different City departments.**
- **Further, the work plan for implementing coordinated case management does not specifically address developing systems for data sharing. In order to develop the shared database needed for coordinated case management, Communities of Opportunity must develop a work plan for developing data sharing systems, including a Memorandum of Understanding among the participating departments that clearly defines roles and responsibilities and addresses confidentiality requirements. The Director of Communities of Opportunity will need to work with City departments to develop realistic budgets, staff and information technology resources, and time schedules for coordinated case management data sharing.**
- **Also, more than one City department manages programs that provide services or programs in the Communities of Opportunity’s nodes. City departments collect different types of program data, depending on the program requirements and funding sources. Communities of Opportunity will need to work with City departments to standardize data collection that can be used to evaluate programs specific to the Communities of Opportunity nodes.**

Communities of Opportunity is intended to be a data-driven initiative. One of the five bedrock principles outlined in the 2006 pilot phase business plan (2006 Plan) was to “Manage change dynamically by quantifiable outcomes, expand successful approaches, stop failed ones, and introduce new evidence-based approaches.”

The Communities of Opportunity 2008 Business Plan Update (2008 Plan) also promotes data-sharing among City departments. The focus of this data-sharing has been the

implementation of coordinated case management for the approximately 650 of the 2,600 families living in Communities of Opportunity nodes who are involved in multiple City systems.

Overall, Communities of Opportunity will need to collect and track data from several different programs and sources to measure the effectiveness of specific programs as well as Communities of Opportunity as a whole.

Prior to the 2008 Plan, Communities of Opportunity directly funded community-based organizations to provide services. Under the 2008 Plan, City departments and agencies will be responsible for providing services and programs, either directly or through community-based organizations. Successful tracking of program performance will therefore be the responsibility of City departments. The Deputy Director of Communities of Opportunity will be responsible for collecting and evaluating program data from City departments and programs, and identifying barriers to achieving program goals.

Data Sharing for Coordinated Case Management

Coordinated case management will be piloted in the Hunters View and Hunters Point nodes, and will require City departments to share data on the approximately 150 Communities of Opportunity families living in those nodes and involved in multiple City systems. The Communities of Opportunity work group is in the early stages of developing data sharing protocols. As discussed in Section 2, the development of data sharing protocols will take approximately 9 to 12 months, including obtaining informed consent from families and allowing the sharing of data.

Coordinated case management calls for two levels of data-sharing:

- **Family-specific data** that allows case workers to plan programs for families; and
- **Aggregate data** that allows tracking and measuring long-term outcomes for Communities of Opportunity families as a whole.

The coordinated case management work group is currently evaluating standard approaches to information gathering and sharing for managing coordinated case plans. However, actual coordination of different City department data systems faces technical obstacles because each department has developed its systems in its own way and at different times.

Communities of Opportunity has held only one meeting with City department information technology staff, which included staff from the Human Services Agency, Adult Probation Department, Juvenile Probation Department, Department of Public Health, and the Department of Children, Youth, and their Families. Representatives from the Family Justice Initiative in New York and Stanford University were present at this meeting to discuss information sharing needs among City departments as well as data necessary to participate in national research on the effectiveness of coordinated case management. A follow-up information technology meeting has not been scheduled.

Communities of Opportunity has spent \$117,000 to develop a database that will be used as the foundation for a web interface for the coordinated case management program once it is implemented. According to the Deputy Director of Communities of Opportunity, specific City department databases would feed the fields necessary for coordinated case management through the web interface.

The Housing Authority's and Human Service Agency's Aggregate Data Collection

The San Francisco Housing Authority and Human Services Agency are the key departments in collecting aggregate data for Communities of Opportunity residents. The Housing Authority collects income data on each family once per year, providing this information quarterly to Communities of Opportunity.¹

The Human Services Agency is able to cross-match Housing Authority information to Human Services Agency information, based on the residents' addresses. The Human Services Agency can then match Housing Authority residents to its databases and report on these residents' status in the aggregate. The Human Services Agency maintains several different statewide databases, including:

- CalWIN, the statewide database for CalWORKS, MediCal, Food Stamps, and other state benefit programs;
- In Home Support Services; and
- Child Welfare.

The Human Services Agency also has several local databases, tracking adult and aging services, general assistance, and other local programs.

Currently, the Human Services Agency provides ad hoc reports to Communities of Opportunity using aggregate data. The base data includes a unique identifier number, address, age, gender, language, and ethnicity. This data can then be compiled to show public housing residents' participation in Human Services Agency programs. Table 3.1 shows the Human Services Agency aggregate profile of residents of five public housing nodes in April 2008, two of which were Communities of Opportunity nodes.

¹ The Housing Authority collects family income information on approximately one-fourth of its residents every quarter. Therefore, quarterly income information provided to Communities of Opportunity reflects updated income information on one-fourth of the families.

Table 3.1
Public Housing Residents in Human Services Agency Programs
April 2008

	Hunters View	Westside Courts	Portrero Annex	Portrero Terrace	Sunnydale
Adoption Assistance <i>data source: Client Index 4/27/08</i>	2 0%	2 1%	4 1%	0 0%	
Adult Protective Services <i>data source: Client Index 4/27/08</i>	3 1%	2 1%	2 1%	1 0%	13 1%
CAAP <i>data source: CalWIN</i>	13 3%	24 10%	15 6%	61 7%	82 5%
CalLearn (subset of CalWORKs) <i>data source: CalWIN</i>	5 1%	10 4%	1 0%	14 2%	59 3%
CalWORKs <i>data source: CalWIN</i>	109 23%	27 12%	78 29%	319 37%	573 34%
CAPI <i>data source: Client Index 4/27/08</i>	0 0%	6 3%	0 0%	1 0%	
Non-assisted Food Stamps <i>data source: CalWIN</i>	109 23%	70 30%	90 33%	266 31%	480 28%
IHSS (not a subset of MC count above) <i>data source: CMIPS</i>	19 4%	40 17%	12 4%	71 8%	101 6%
Medi-Cal <i>data source: Client Index 4/27/08</i>	222 48%	136 59%	196 72%	398 46%	280 16%
PAES (subset of CAAP) <i>data source: CalWIN</i>	7 2%	13 6%	9 3%	35 4%	46 3%
SSI (not a subset of MC count above) <i>data source: MEDS</i>	40 9%	76 33%	27 10%	156 18%	239 14%
WTW (subset of CalWORKs and PAES) <i>data source: CalWIN</i>	33 7%	25 11%	24 9%	100 12%	
Total Residents**	464	232	271	860	1,710
Total Residents w/ Cash Income from Public Assistance	162 35%	133 57%	120 44%	537 62%	894 52%
Total Residents w/ CAAP or CalWORKs Case Manager	122 26%	51 22%	93 34%	380 44%	655 38%

* Client counts are of individuals, not households.

** Total residents as reported by Housing Authority

Source: Human Services Agency

The Human Services Agency can show changes in public housing residents' participation in Human Services Agency programs and benefits. Because this information does not track individual residents or families, the data cannot be used to show whether individual families are improving in economic or social status. If families leave public housing

when their incomes increase, the Human Services Agency data will continue to reflect the lower incomes of families remaining in public housing.

The Human Services Agency can match information from different databases, including different City departments' databases, based on matching Social Security numbers. The Human Services Agency would need informed consent from all 1,203 families currently registered with Communities of Opportunity to track improvement in families' social and economic status. The Human Services Agency has reliable social service data beginning in 2006 and child welfare data beginning in 1998.

Juvenile Probation, Adult Probation, and Department of Public Health Participation in Coordinated Case Management Data Sharing

The Department of Public Health's existing Shared Youth Database potentially overlaps with the coordinated case management system.

The Shared Youth Database

The Department of Public Health is the lead agency in coordinating the Shared Youth Database, which integrates data from Department of Public Health's Children's Mental Health system, the Human Services Agency's Child Welfare system, and the Juvenile Probation Department. The database includes all youth served in each service system, not just clients who consent to share data. The system has three main functions:

- Client history look-up, in which case managers can view the lifetime clinical history of individual clients;
- Management reports, in which aggregate data can be used for program planning and decision making; and
- Research and evaluation, using limited dataset extracts.

The Department of Public Health, Human Services Agency, and Juvenile Probation Department entered into a Memorandum of Understanding in 2005 regarding joint use of the database and client confidentiality. The Department of Public Health has recently completed a Request for Proposal process to select a new contractor to manage the database and develop a web interface allowing real-time updates of client information.

The Shared Youth Database has some outstanding issues, including sharing of information with the San Francisco Unified School District which has different state requirements for sharing of information.

According to the Deputy Director of Communities of Opportunity, Communities of Opportunity is working with the same vendor who originally built the Shared Youth Database to minimize duplication of effort between the proposed coordinated case management database and existing Shared Youth Database.

The Department of Children, Youth, and their Families also has a contract management system that is shared jointly by the Juvenile Probation Department, Mayor's Office of Criminal Justice, and the Department of Children, Youth, and their Families. This system, which monitors contracts with community-based organizations, includes case level service data on approximately 40,000 children and youth.

Defining Youth Centered Outcomes

The Department of Public Health has an adult data warehouse (the Adult Coordinated Case Management System) that serves as an updated electronic record for the Homeless Outreach Team and other Department of Public Health and Human Services Agency case managers. The data warehouse is intended to allow sharing of information among the Department of Public Health, the Human Services Agency, and the Fire Department's Emergency Medical System, although Human Services Agency data has not yet been integrated. According to the Department of Public Health representative responsible for the Adult Coordinated Case Management System, the warehouse architecture could be applied to the Communities of Opportunity's coordinated case management database.

The focus of the Communities of Opportunity database needs to be defined. The Communities of Opportunity's conversation with the Department of Public Health is in the early stages with no specific design for the actual database. One component of the coordinated case management work plan is determining outcome measures for children and families involved in multiple City systems. Communities of Opportunity will need to determine which case they are coordinating, since several members of a family can be involved in multiple City systems, and how case outcomes will be measured.

Coordinating Existing City Systems

The City lacks systems for coordinating multiple City departments, especially in implementing information technology projects, as discussed in the Budget Analyst's October 3, 2007 management audit of San Francisco's Information Technology Practices.

City departments face several barriers in implementing a shared database, including:

- Because the Adult Probation Department's existing case management system, CTAG, was poorly implemented, the Department is working on improvements to CTAG functionality.
- The Juvenile Probation Department expects to encounter technical difficulties in data sharing because City systems were set up at different times with different abilities to integrate.
- The Department of Public Health's Shared Youth Database and Adult Coordinated Case Management System required intensive staff time and department resources to develop.

- The Human Services Agency data is not yet connected to the Adult Coordinated Case Management System.

Communities of Opportunity does not have a specific work plan for data sharing; the coordinated case management work plan developed by the consultant from the Family Justice Initiative does not specifically address development of systems to share data.

The Department of Public Health has identified several steps in developing a shared database. Communities of Opportunity will need to address these steps in developing data sharing protocols and technical capacity, including:

- Developing a Memorandum of Understanding among the City departments clearing defining roles and responsibilities, as well as confidentiality requirements; and
- Establishing timelines and methods for each department to provide data downloads.

The Communities of Opportunity program staff are currently facilitating coordinated case management planning among City departments with assistance from Family Justice Initiative consultants. However, according to interviews, Communities of Opportunity has not been able to get City department staff actively engaged in the planning for data sharing. According to the Communities of Opportunity project tracking report, scheduling a follow-up meeting between information technology staff and Stanford University researchers has been delayed, requiring follow-up with City department directors.

Based on the Department of Public Health's experience in developing their shared databases, the Communities of Opportunity's development of a shared data system will most likely extend beyond the expected 9 to 12 month timeframe for implementing the coordinated case management initiative. The City departments participating in development of shared databases have not yet identified staff and resource requirements. Communities of Opportunity will need to work with City departments to develop realistic budgets, staff and information technology resources, and time schedules for coordinated case management data sharing.

City Departments' Program Data

Coordinated case management is only one component of Communities of Opportunity data requirements. Several different City departments fund programs providing services to Communities of Opportunity residents. Types of data collected depend on the funding source and the City departments' current program data requirements. The Department of Economic and Workforce Development, Mayor's Office of Community Investment, and Department of Children, Youth, and their Families have programs providing services to Communities of Opportunity residents.

Workforce Development Data

Both the Mayor's Office of Community Investment and the Office of Workforce Development, within the Department of Economic and Workforce Development, fund community-based organizations to provide workforce development services to Community of Opportunity residents. Neither the Mayor's Office of Community Investment nor the Office of Workforce Development currently collects or reports data specific to the Communities of Opportunity nodes.

- The Mayor's Office of Community Investment collects data based on federal Housing and Urban Development requirements, which oversees the Community Development Block Grant. This data includes participation (such as x number of clients participated in soft skills training) and general outcomes (such as y number of clients were initially placed into jobs).
- The Office of Workforce Development funds some community-based organizations in the City's southeast neighborhoods to provide workforce development services, but workforce development participation data is reported by zip code and is not specific to the Communities of Opportunity nodes.

The Hope SF Pre-Development Services Plan has identified data needed to measure workforce development programs, including the number of residents completing job readiness and vocational skills training and placed into construction and other jobs. The Office of Economic and Workforce Development will need to collect data for specific Communities of Opportunity locations, rather than by zip code.

Parent University, Heritage Camp, and Other Community of Opportunity Programs

Communities of Opportunity also provides programs in conjunction with the Department of Children, Youth, and their Families and the First Five Commission. Data is collected by several different departments.

- The Heritage Camp program is funded by the Department of Children, Youth, and their Families and private matching funds from Communities of Opportunity. The Mayor's Office of Community Investment maintains Heritage Camp attendance data.

- The Parent University is funded by the Department of Children, Youth, and Their Families, the First Five Commission, and Communities of Opportunity private foundation funds. The Department of Children, Youth and Their Families tracks on program component – the “family ambassadors” – by zip code, and the First Five Commission tracks the “baby college” component. Communities of Opportunity tracks family participation.

Other Communities of Opportunity programs are in early stages of planning or implementation, with no reportable data. Each of these programs is managed by different City departments or agencies.

- The Single Stop program is sponsored by private foundation and Communities of Opportunity funds, with support from Federal grants obtained by the Human Services Agency. Services are provided through community-based organizations.
- Communities of Opportunity, the Community College District, and the San Francisco Unified School District are jointly submitting a proposal to the Gateway to College program to fund a drop out recovery program.

Communities of Opportunity will need to coordinate City departments and agencies’ collection of data, including defining data requirements for programs in the early stages of implementation and identifying data specific to Communities of Opportunity nodes.

Conclusions

The development of effective data sharing systems among the City departments who will participate in coordinated case management will require strong sponsorship from the Director of Communities of Opportunity, a formal Memorandum of Understanding among the respective departments, and a work plan. Because City departments’ data systems are generally not technologically compatible and developing data sharing systems can take significant time and staff resources, Communities of Opportunity will need City departments to agree and adhere to a timeline for developing data sharing.

City departments’ current data collection does not necessarily meet Communities of Opportunity needs. Currently, program data is collected by several different City departments and reflects the respective departments’ current data capabilities and the data requirements set by the funding sources. Communities of Opportunity will need to work with City departments, including epidemiologists, to define what data should be collected for City department programs providing services to Communities of Opportunity residents.

Recommendations

The Director of Communities of Opportunity should:

- 3.1 Define his role as the project sponsor for implementing shared data systems among City departments participating in the coordinated case management initiative.
- 3.2 Work with the Family Justice consultant and City departments participating in coordinated case management to develop a work plan for implementing shared data systems.
- 3.3 Implement a Memorandum of Understanding with City departments as part of the process of implementing coordinated case management data sharing that:
 - (a) Defines each department's roles and responsibilities;
 - (b) Defines confidentiality requirements; and
 - (c) Establishes timelines and methods for each department to provide data downloads.
- 3.4 Submit a report to the Board of Supervisors prior to the FY 2009-2010 budget review identifying:
 - (a) Expected expenditures, staff and information technology resources, and time schedules for implementing data sharing systems; and
 - (b) Expected cost savings and work process improvements resulting from coordinated case management data sharing.

Costs and Benefits

Communities of Opportunity, and the respective City departments, have not yet identified the City's costs for implementing shared data systems as part of the coordinated case management initiative, nor fully defined the benefits, including cost savings or increased benefits from more efficient practices. The Budget Analyst's recommendations are intended to better define the work process, timelines, and costs, as well as benefits, for implementing data sharing systems.

4. Communities of Opportunity's Performance Management

- **Communities of Opportunity lacks a single central agreed-upon set of goals. A review of the initiative's 2008 Business Plan revealed three separate, overlapping but inconsistent sets of goals. This lack of consistency undercuts Communities of Opportunity's ability to meaningfully understand its progress, achievements, or shortcomings. Furthermore, the multiple goal sets contribute to the difficulty many have in understanding what Communities of Opportunity is and what it does. In order to be a coherent, focused, data-driven initiative, Communities of Opportunity needs to establish one set of goals and align its efforts – including establishing quantitative objectives, setting deadlines, and recording data – to those goals.**
- **The Communities of Opportunity End Goal Matrix is a useful, well-designed performance measurement tool, but it requires refinement. Communities of Opportunity uses the Matrix to report on its progress toward 10 goals, aligning achievement “strategies” to each goal, quantitative and qualitative “targets” or objectives to each strategy, and deadlines for those targets. Communities of Opportunity updates the Matrix in its semiannual financial reports. This Matrix puts Communities of Opportunity's efforts into an understandable perspective and should therefore be emphasized, particularly on www.coosf.org and in reports to elected officials and the public. To be more meaningful, the Matrix should relate to the Dashboard, if the Dashboard continues to be a major reporting tool; it should list specific projects alongside its strategies; and it should refine some targets to better align them to the strategies or make them to be more meaningful. Furthermore, the Matrix needs to be aligned to the single set of goals (see bullet above).**
- **Quantitative targets and objectives often seem arbitrary, and generally lack a relationship to similar efforts. A number of Communities of Opportunity's quantitative targets lack a real-world justification. The definitions and quantitative targets for “crisis,” “fragile,” and “stable” families were developed in a retreat and are not standard measures. Furthermore, the targets are not benchmarked against other cities' efforts. Although Communities of Opportunity may be a unique effort, many of Communities of Opportunity's components and strategies are borrowed from established programs elsewhere. Therefore, Communities of Opportunity and City Departments can and should measure the City's progress against that of other cities.**

Managing for Results

This section of the audit examines Communities of Opportunity's performance management and evaluation efforts. Communities of Opportunity committed to performance management from its onset, as noted in the Communities of Opportunity Pilot Phase Business Plan, 2006-2010 (2006 Plan). In the Executive Summary of the 2006 Plan, two of Communities of Opportunity's five "bedrock principles" highlight tenets of performance management:

1. Focus on outcomes for people and the place, not delivering particular services and programs

and

5. Manage change dynamically by quantifiable outcomes; expand successful approaches, stop failed ones, and introduce new evidence-based approaches

In the 2006 Plan's Executive Summary, Communities of Opportunity commits to producing "a dashboard that reports progress against key metrics, thereby ensuring accountability and enabling course corrections."

The Communities of Opportunity 2.0 Business Plan Update, dated May 28, 2008 (2008 Plan) continued the 2006 Plan's commitment to performance management. The 2008 Plan's "Theory of Change" highlighted the importance of services having "clear accountability for results" and for City government to "track outcomes across systems." The 2008 Plan specifies that as part of its effort to develop strong communities, resident teams will "hold everyone – the city, the nonprofit providers and the residents themselves – accountable for measuring and achieving real results." The 2008 Plan's commitment to performance management is most evident in the sections on "Accountability" and "Measuring Success." The Accountability section reads:

(I)t is critical that the city is accountable for results. In the past, different programs tracked the number of people they served but few tracked the long-term outcomes for their clients. As a result it was hard to tell which programs were providing a short-term fix versus those that were providing long term solutions. By creating a division to track community investment and outcomes the city will be able to measure the long-term effects of its programs. To be a part of COO (the Communities of Opportunity), programs will need to commit to track and reach long-term outcomes for the communities they serve. Each department and CBO involved will be responsible for following the progress of their clients and working to improve services where goals are not being met.

These themes are continued in the Measuring Success section:

Accountability is a central tenant of COO. Accountability to our residents, to our funders, to our partners and to the City as a whole. While we recognize that this work is often complex, slow, and hard to track, *we believe it is critical to use data*

and evaluation to follow the progress of our work and ultimately that of the neighborhood so that we can continue to refine our approach and document our trials and successes for others. (emphasis added)

The 2008 Plan highlights the need to track program engagement in the short term while evaluating progress toward long term goals.

(W)e can use these metrics to test what hypotheses seemed to have worked and where our efforts didn't produce the outcomes we hoped. ... Unless we track these activities it will be difficult to tell if they are having the effect we hope on the overall picture.

The 2008 Plan proposes the use of outside assistance to monitor Communities of Opportunity's progress. Specifically, the 2008 Plan indicates that Communities of Opportunity will work with the Gardner Center at Stanford University to conduct academic evaluations of Communities of Opportunity's outcomes.

Methodology and Other Evaluations

Performance management is a results-driven management approach that aligns strategies to short-term objectives to long-term goals and evaluates performance in terms of progress against measurable outcomes. As demonstrated above, Communities of Opportunity aspires to be a data-driven effort, employing practices that have been and must prove to be effective.

One common performance management tool is known as the creation of "SMART goals," where the acronym SMART stands for: Specific, Measurable, Achievable, Relevant, and Time Based. *The Manager's Guide to Rewards* (Doug Jensen, et. al, 2007, p. 169) defines SMART goals as follows:

- ***Specific***: Be sure to be clear on what you are trying to achieve
- ***Measurable***: Ensure that you have good data on how you're doing
- ***Achievable***: Don't try to achieve too much; ensure you have resources to achieve your goal
- ***Relevant***: Align individual goals with broader organizational goals.
- ***Time Based***: Set deadlines for when you intend to achieve the goals.

For the purpose of this management audit, the Budget Analyst focused on four of the above areas in examining Communities of Opportunity's plans and practices. We looked at whether their goals are Specific, Measurable, Relevant, and Time Based. With regard to Specific, we examined whether their goals were well defined, both individually and as a unit. With regard to Measurable, we examined what data they are collecting and reporting, and what their plans are for collecting and sharing data going forward. With

regard to Relevant, we looked at the extent to which the data provides insight into objectives, and the extent to which short-time goals relate to primary goals. And with regard to Time Based, we looked for the matching of specific deadlines to short term and long term hard quantifiable objectives. An assessment of whether Communities of Opportunity's goals are Achievable is beyond the scope of this audit.

The Foundations' Preliminary Evaluation of Communities of Opportunity

The foundations funding Communities of Opportunity commissioned a preliminary evaluation of the initiative by the Aspen Institute, with a draft report issued in July 2007. The Aspen Institute's Roundtable on Community Change performed the first phase of an evaluation of Communities of Opportunity, reviewing Communities of Opportunity's written materials, and interviewing Mayor Gavin Newsom, the Communities of Opportunity Director and Deputy Director, steering committee members, and other key stakeholders. The following are a selection of performance management related observations made by the Institute in its July 23, 2007 draft report:

- COO is both a people-based and place-based strategy ... (and) thus requires two levels of data collection and outcome tracking and some strategy for linking the two.
- The vision for COO was conceived in broad terms Translating broad vision into operations on the ground involves a very ambitious multi-year agenda. But shorter-term implementation goals and activities need to be articulated broadly in order to identify and track useful benchmarks of progress, as well as to focus the efforts of multiple and diverse stakeholders. This very labor-intensive work is particularly challenging given the scale and reach of COO's ambitions and the range of activities and players/organizations involved.
- COO was also conceived in quite specific terms Despite some expectations to the contrary, COO was not launched with a field-tested information system its managers could use to generate reliable individual and family outcome data about its target group. Instead COO has had to build such a system at the same time that it works to implement the strategies intended to produce these outcomes. Currently underway, the effort to get this system—or a variant—in place is a prerequisite to developing and implementing the coordinated case management approach that is one of COO's central elements.

The Aspen Institute's survey respondents identified performance management-related priorities and concerns:

- A high priority was placed on evaluation as a vehicle for both continuous improvement and for accountability. Although these two goals for evaluation were cited most frequently, a second-level goal included building the capacity

of the NBOs (Neighborhood Benefit Organizations) to self-evaluate as part of a larger organizational capacity-building strategy.

- In contrast, little support appeared to exist for traditional impact research that would aim to draw clear cause-and-effect connections between COO and individual and community outcomes. Respondents want the evaluation to track performance—who gets what services, how they feel about those services, and what outcomes result—but they are generally skeptical about ... and willing to forgo an impact design
- Respondents want evaluation integrated into the work rather than treated as a stand-alone activity, viewing it as an ongoing, collective responsibility of COO and its many partners. But they also caution against creating overly burdensome demands for data collection, especially for NBOs with limited experience and capacity in this area. In a similar vein, department heads flagged the need to build on rather than duplicate evaluations they were planning or already had underway.
- Many respondents talked about an evaluator as an independent but active player in COO rather than as an outside auditor. [...]
- Several respondents highlighted the need for the evaluator to establish multiple vehicles for feeding data and lessons back to different stakeholder groups. Different audiences need different kinds of data presented in different ways, but everyone needs to be part of the feedback loop.

The Aspen Institute developed recommended tasks, with an initial recommended completion deadline of 15-18 months. Some of the recommended tasks are reflected in Communities of Opportunity's 2008 Plan. Two in particular are related to performance management:

- **Assist COO managers (as they) continue to implement a strategy for data sharing and tracking** regarding service receipt and individual/family/neighborhood outcomes. Provide an independent review and analysis of the data as they become available. Develop one or more periodic reporting mechanisms that convey these data, even if imperfect or incomplete, to stakeholders in a meaningful way.
- **Inventory existing data collection and evaluation activities** that are either underway or would be relatively easy to get in place sooner than later. Coordinate and improve these activities as feasible and appropriate. Assess NBO capacity to collect data and evaluate their own programs and, if necessary, develop a plan for enhancing this capacity. In addition to the services-level data, what neighborhood level indicators are already being collected (how, by whom, with what frequency and quality), and is any additional investment in data infrastructure needed?

Other related recommended tasks include:

- **Conduct a Random Household Survey** in the neighborhood with particular attention to resident knowledge and attitudes about and level of engagement with services, perceptions of safety, feelings of empowerment and belief that their lives are moving in the right direction, and other responses that COO would hope to change over time. It's important to track perceptions because part of COO's ambition is to build hope and confidence that lead to new behaviors and a new willingness to invest, both within and outside of the neighborhood. The goal would be to establish a baseline against which change could be assessed.
- **Manage an Evaluation and Learning Fund.** This would be a pot of funds to be used flexibly as needs and opportunities arise to address key questions. Examples include: comparative mini-studies that look across the 4 neighborhoods on some dimension; an ethnographic case study on changing neighborhood culture; a systems change expert's analysis of some particularly interesting or successful change spurred by COO; an analysis of COO's strategy to establish productive connections with organizing groups working in the target neighborhoods; a study of people who move out of the neighborhoods, etc. The evaluator or evaluation team might carry out the research or they might hire a consultant with particular expertise related to the topic.
- **Develop an Evaluation Design and Learning Plan for Phase II** of the evaluation. By the end of Phase I, the evaluator will be well grounded in COO's operation, cognizant of the metrics most appropriate for tracking COO's progress, and able to assess the feasibility and value of various design elements for Phase II. This plan should be informed by the evaluation and learning priorities of different stakeholders in light of the realities of COO implementation on the ground. It should also include explicit structures and supports for maximum learning.

According to the Director of Communities of Opportunity, the Aspen report is still in draft largely awaiting the foundations' response to the changes in approach reflected in the 2008 Plan. The Director of Communities of Opportunity **anticipates resuming** the evaluation process with the second round of foundation funding beginning in November, 2008.

Communities of Opportunity's Various Sets of Goals

By its nature, Communities of Opportunity is difficult to define—it is not a program, a department, a nonprofit, or an initiative. Complicating Communities of Opportunity's effort to define itself is the fact that Communities of Opportunity's goals are inconsistently defined, making it difficult to know what Communities of Opportunity aims to achieve.

Communities of Opportunity's vision is overt and consistent, **"to create safe and healthy neighborhoods that provide opportunities for individuals and families to achieve self-sufficiency and, for children to realize their dreams."** In order to realize this vision, the 2008 Plan has three separate sets of goals. The Budget Analyst refers to these goal sets as "2011 Goals," "Smart Government Goals," and "End Goals." These goals are both redundant and inconsistent, and lack an expressed relationship to one another. Communities of Opportunity's Director and Deputy Director did not identify any of the three sets as primary.

2011 Goals

The first set of goals listed in the 2008 Plan (p. 4) is billed as Communities of Opportunity's five-year goals for 2011 (known herein as the "2011 Goals").

- A majority of families will be stable or self-sufficient (able to make ends meet)
- A majority of children will be flourishing (able to pursue their goals)
- Less than 10% of families and children will be in crisis
- Communities will provide a safe environment, sound physical infrastructure, connected social networks, and sustainable economic vitality

As noted in the 2008 Plan, Communities of Opportunity intends to achieve these goals by fall 2011. These 2011 Goals are aligned with Communities of Opportunity's vision. Two of the goals are supported by Communities of Opportunity's "Dashboard" (see below). Although it is tempting to see these as the overarching goals for Communities of Opportunity, as they are featured in the "Vision and goals" section of the 2008 Plan, the remainder of the 2008 Plan, conversation with Communities of Opportunity's Director and Deputy Director, and Communities of Opportunity's progress reporting do not suggest any systematic alignment to the 2011 Goals.

Smart Government Goals

Delving further into the 2008 Plan, we see different goals that don't quite line up with the 2011 Goals. Under the banner of "Smart Government" (itself part of Communities of Opportunity's three-point "Theory of Change" focus on "Smart Government," "Strong Communities," and "Serious Collaboration"), we get three new goals (p. 7, herein known as the "Smart Government Goals"), each tied to a policy area:

- Housing: Healthy, high quality homes for all San Franciscans
- Employment: Living-wage jobs with opportunities for career advancement
- Youth/Education: All students graduate high school and have the ability to go to college

Each of the Smart Government Goals has City and community-based organization programs that correspond to the goal. These goals support the Vision. The Smart Government Goals overlap the 2011 Goals somewhat; however they invite different measures for evaluation.

As indicated above, Smart Government is one of three components of Communities of Opportunity's Theory of Change. The other two, "Strong Communities," and "Serious Collaboration" do not have expressed goals like Smart Government; rather, the 2008 Plan lists series of strategies aligned to those efforts.

End Goals

In explaining how Communities of Opportunity will measure success, the 2008 Plan also lists three "change elements": policy, systems, and community. Despite a similarity, these categorizations only somewhat match up with the Smart Government, Serious Collaboration, and Strong Communities components of the Theory of Change. Ten "End Goals" (p. 22) correspond to these change elements, each with between one and four corresponding strategies and 12-18 month targets:

Policy Change Elements

- Eliminate barriers to getting on and climbing the job ladder
- Help people living in the Bayview stay in the Bayview (HopeSF and Redevelopment Plan)
- Ensure kids go to school, stay in school, and have meaningful afterschool activities

Systems Change Elements

- Provide coordinated case management
- Share relevant data across city agencies
- Create multi services centers that address different populations' needs

Community Change Elements

- Housing Stability
- Family Stability
- Financial Stability
- Community Stability

Once again, these goals support the Vision. However, they are clearly expressed and organized differently than the 2011 and Smart Government Goal sets, and therefore again invite different measures and standards.

No Agreed-Upon Goals

In total, the 2008 Report presents three sets of similar but apparently unrelated goals, 2011 Goals (4 goals), Smart Government Goals (3 goals), and End Goals (10 goals). The 2008 Plan does not explicitly state the alignment or relationship of these goal sets. Therefore, the reader of the 2008 Plan is justifiably confused as to Communities of Opportunity's central aims.

When the Budget Analyst asked the Communities of Opportunity Director and Deputy Director as to the main goals of the initiative, the Director and Deputy Director provided a list of first- and second-tier goals that were, again, similar but inconsistent with any of the three sets in the 2008 Plan. The Budget Analyst therefore concludes that Communities of Opportunity does not have a central, agreed-upon set of goals.

Goals and objectives can be subject to change, but Communities of Opportunity's difficulty in expressing what Communities of Opportunity is and what it does suggests an underlying tension as to what it aspires to achieve. Without a clear understanding of Communities of Opportunity's goals, knowing how Communities of Opportunity is progressing against its goals is impossible. Communities of Opportunity's Theory of Change, with its "clear accountability for results," is in tension with its business plan's lack of consistently expressed goals.

Table 4.1
Summary of the Communities of Opportunity Goal Sets

Goal Set	2011 Goals (4)	Smart Government Goals (3)	End Goals (10)
Goals	<ul style="list-style-type: none"> • A majority of families will be stable or self-sufficient (able to make ends meet) • A majority of children will be flourishing (able to pursue their goals) • Less than 10% of families and children will be in crisis • Communities will provide a safe environment, sound physical infrastructure, connected social networks, and sustainable economic vitality 	<ul style="list-style-type: none"> •Housing: Healthy, high quality homes for all San Franciscans • Employment: Living-wage jobs with opportunities for career advancement • Youth/ Education: All students graduate high school and have the ability to go to college 	<ul style="list-style-type: none"> • Eliminate barriers to getting on and climbing the job ladder • Help people living in the Bayview stay in the Bayview (HopeSF and Redevelopment Plan) • Ensure kids go to school, stay in school, and have meaningful afterschool activities • Provide coordinated case management • Share relevant data across city agencies • Create multi services centers that address different populations’ needs • Housing Stability • Family Stability • Financial Stability • Community Stability

Data Collection, Quantified Objectives, and Reporting

Communities of Opportunity has two primary reporting tools for its overall programs, the Dashboard and the End Goal Matrix. Both are published in Communities of Opportunity’s semiannual report to their funders. Communities of Opportunity also publishes the Dashboard on its website.

The Dashboard

Communities of Opportunity’s 2008 Plan describes the Dashboard as “a simple snapshot of where our families are and where they are headed.” Communities of Opportunity’s Dashboard is a measure of the 1,203 families living in the public housing developments

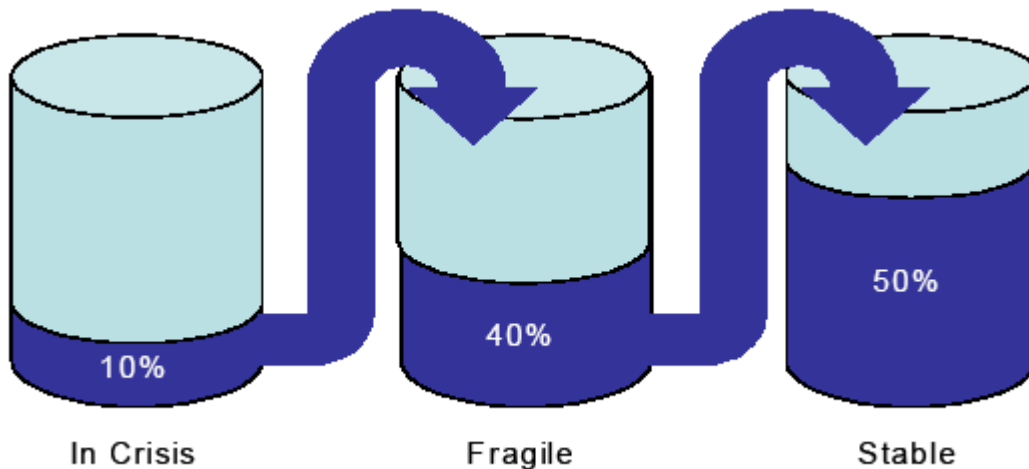
located in the Communities of Opportunity nodes and registered as Communities of Opportunity participants. The Dashboard reports aggregated data on those families, counting the percentage of families that are “in crisis,” “economically fragile,” and “stable or self-sufficient.” These categorizations are defined as:

1. **In Crisis:** Families are earning less than 50% of the Federal Poverty Level and/or are in multiple systems.
2. **Fragile:** Families are on CALWorks or earn between 50% and 185% of the Federal Poverty Level.
3. **Stable:** Families earn greater than 185% of the Federal Poverty Level and are not in systems of care.

The designations “in crisis,” “fragile,” and “stable” are not standard definitions, but were established in a two-day retreat involving the Mayor, the Communities of Opportunity Directors, and the original Steering Committee members. The definitions were a consensus of what the participants believed the tipping points for these communities. Communities of Opportunity illustrates the Dashboard as a series of buckets, shown in the figure below. The dark portion of the illustration and the corresponding percentages represent Communities of Opportunity’s 2011 aspirations.

Figure 4.1

Communities of Opportunity’s Visual Representation of the Dashboard



Source: 2008 Plan

Communities of Opportunity acquires the data for the Dashboard from the Housing Authority, based on the 1,203 public housing addresses in Communities of Opportunity’s four nodes. Each family self-reports its information on an annual basis, with 25 percent of the families reporting each quarter. Therefore, the Housing Authority updates one quarter

of the information every three months. Although the information reported in the Dashboard reflects aggregate data, Communities of Opportunity is working to develop a method of following individual families' progress along the crisis-fragile-stable continuum.

The Dashboard is most closely associated with the 2011 Goals, with alignment to two of the four 2011 Goals:

- A majority of families will be stable or self-sufficient (able to make ends meet)
- Less than 10% of families and children will be in crisis

Communities of Opportunity's annual goal is to move 100 families from crisis to fragile and 110 families from fragile to stable, with an ultimate goal of reducing the number of its families categorized as in crisis to 10 percent, reducing the number of families categorized as fragile to 40 percent, and increasing the number of families categorized as stable to 50 percent. These ultimate goals were established in the aforementioned retreat, based on what the participants agreed was a realistic measure of success. The first Dashboard containing data was included in the 2008 Plan, reporting May 2008 data.

End Goal Strategies and Targets

In addition to the Dashboard, Communities of Opportunity has established 21 strategies and 23 qualitative and quantitative targets that, according to the 2008 Plan, attempt to track engagement in Communities of Opportunity's programs, engagement strategies, and systems change elements. These strategies and targets are aligned to Communities of Opportunity's 10 End Goals and the targets have a deadline of January 1, 2010. The strategies and targets are listed in the End Goal Matrix below.

Table 4.2
The Communities of Opportunity End Goal Matrix

End Goal	Strategy	12-18 Month Target
Eliminate barriers to getting on and climbing the job ladder	<ul style="list-style-type: none"> • Individuals have the skills they need to gain entry-level positions • The incentive system is aligned to help them move up the ladder • Youth are placed in quality summer and ongoing jobs • Workers obtain living wage jobs 	<ul style="list-style-type: none"> • 300 people remove barriers • New incentive system is designed & launched • 200 people enroll in system • 300 youth placed in jobs • 50 people are “matched” with priority, living-wage jobs for redevelopment and begin the appropriate job training activities
Help people living in the Bayview stay in the Bayview (HopeSF and Redevelopment Plan)	<ul style="list-style-type: none"> • Families living in public housing are in good standing • Families living in and around our nodes accumulate assets to participate in homeownership 	<ul style="list-style-type: none"> • 200 families who currently owe back rent get resources and payment plans to get into good standing • 85 families are enrolled in asset building programs to save for homeownership
Ensure kids go to school, stay in school, and have meaningful afterschool activities	<ul style="list-style-type: none"> • Kids attend safe, enriching afterschool programs • Students re-engage with school and obtain GEDs 	<ul style="list-style-type: none"> • 600 kids from our nodes are enrolled in afterschool programming • Gateway to College partnership is established and program launched
Provide coordinated case management	<ul style="list-style-type: none"> • Develop unified case plans for families in multiple systems • Streamline points of contact • Incorporate family and community supports 	<ul style="list-style-type: none"> • Train 40 case workers and community members in new model • Enroll 130 families in new program

End Goal	Strategy	12-18 Month Target
Share relevant data across city agencies	<ul style="list-style-type: none"> • Data required for coordinated case management is available • Outcomes for a family can be tracked across city agencies & CBOs • Services standards are improved and enforces 	<ul style="list-style-type: none"> • Informed consent documents are complete • Data system for coordinated case management in place • Task force created to work on broader data integration
Create multi services centers that address different populations' needs	<ul style="list-style-type: none"> • Community hubs offering a range of services on site and connecting residents to broader services elsewhere are available for different cross-sections of the community 	<ul style="list-style-type: none"> • Cross-agency team created to evaluate roles and effectiveness of current multi service centers • Proposal for re-composition, budget alignment, and service map created
Housing Stability	<ul style="list-style-type: none"> • Residents understand the redevelopment and HopeSF processes • Families have a medical home and access to health care 	<ul style="list-style-type: none"> • Increased attendance at redevelopment meetings • 750 families enroll in Healthy SF
Family Stability	<ul style="list-style-type: none"> • Kids attend school regularly • Families have a medical home and access to health care 	<ul style="list-style-type: none"> • 100 chronic truants re-engage in school • 750 families enroll in Healthy SF
Financial Stability	<ul style="list-style-type: none"> • Household create and understand their budgets 	<ul style="list-style-type: none"> • 300 (75%) of employed families take advantage of the Working Families Credit • 100 (25%) get new bank accounts with Bank on SF
Community Stability	<ul style="list-style-type: none"> • Social networks are rebuilt in our communities • Increased civic participation 	<ul style="list-style-type: none"> • 1 community event planned by residents each quarter • 400 families in covenant clubs

Like the Dashboard, Communities of Opportunity intends to report the status of these targets semiannually in its funder reports. The first status report on the targets can be found on pages 13-14 of the July 1, 2008 Fiscal-Year End Report (Appendix).

Although the structure of the End Goal Matrix is sound, the Matrix would benefit from refinement. Some targets are not well-aligned to the corresponding strategies, and some strategies are not well-aligned to their corresponding end goals. In other words, even if all the targets are realized, the strategies may not be achieved, and even if all the strategies are achieved, they may not fulfill their respective end goals. For example:

- **Goal:** Eliminate barriers to getting on and climbing the job ladder
Problems: Much of the emphasis of the strategies and the targets is on job placement, not eliminating barriers. “Workers obtain living wage jobs” is less a strategy for eliminating barriers than it is the benefit of eliminating barriers.
- **Goal:** Ensure kids go to school, stay in school, and have meaningful afterschool activities
Problem: The 12-18 Month Targets do not measure nor establish targets for attendance or graduation rates.
- **Goal:** Housing Stability
Problems: The target is not quantified and lacks a baseline. Also, attendance (target) is not a measure of resident understanding (strategy).
- **Goal:** Family Stability
Problems: Numerous City staff we spoke with cited the desire to keep children in families and out of foster care, or to reunite families sooner; this strategy is not reflected in the Matrix. Furthermore, the truancy strategy and target support the “Ensure kids go to school, stay in school ...” end goal above.
- **Goal:** Financial Stability
Problem: While the targets (taking advantage of tax credits and opening bank accounts) may contribute to a family’s achieving financial stability, neither target reflects the designated strategy (households create and understand their budgets).

The problems that the Budget Analyst observes above should not detract from the value End Goal Matrix. These perceived problems are simply meant to serve as examples of areas where the Matrix would benefit from refinement.

The Goal and Outcome Measuring Gap

While the Dashboard and End Goal Matrix report progress toward some goals, they fail to capture others. Therefore, with regard to *some* expressed goals, Communities of Opportunity does not currently appear to have a method of tracking its progress, nor do officials, funders, or the public seem to have a way of evaluating Communities of Opportunity's achievements or shortcomings. Furthermore, numerous quantitative objectives lack real-world benchmarks against which Communities of Opportunity can objectively evaluate its progress.

2011 Goals

Two of the 2011 Goals appear to be underrepresented by Communities of Opportunity's existing reporting mechanisms:

- A majority of children will be flourishing (able to pursue their goals)
- Communities will provide a safe environment, sound physical infrastructure, connected social networks, and sustainable economic vitality

Part of the problem with the "A majority of children will be flourishing (able to pursue their goals)" is the vagueness or subjectivity of "flourishing," a vagueness or subjectivity that is not cleared up by the almost equally vague and subjective "able to pursue their goals." That Communities of Opportunity strives for a *majority* suggests that this is a countable population of children, but nowhere in Communities of Opportunity's materials is "flourishing" defined, nor has Communities of Opportunity said how it will determine that 50 percent plus one of the children living in their nodes are flourishing.

The End Goal Matrix does address some components of the 2011 Goal, "Communities will provide a safe environment, sound physical infrastructure, connected social networks, and sustainable economic vitality." The most glaring gap is the provision of a safe environment. Although "safe environment" can be interpreted and measured in a number of ways, there does not appear to be any such measurement occurring in the Matrix. Communities of Opportunity does receive crime statistics for its nodes from the San Francisco Police Department, but Communities of Opportunity is not currently reporting these statistics in any meaningful or regular way. Furthermore, Communities of Opportunity has not established any strategies or targets for the direct provision of a safe environment.

Similarly, the provision of sound physical infrastructure and sustainable economic vitality are lacking from reported measures.

If Communities of Opportunity aims to achieve the "genuine transformation" of their nodes by Fall 2011, as they express in the 2008 Plan, Communities of Opportunity needs to define what it means by "flourishing," "safe environment," "sound physical infrastructure," and "sustainable economic vitality." It then needs to align efforts to work

toward achieving those goals, and develop quantifiable measures, objectives, and timelines that relate to those ideas.

Smart Government Goals

Progress toward achieving Communities of Opportunity's Smart Government Goals is unevenly reported. Based on its current data collection and reporting efforts, Communities of Opportunity does not appear to be collecting or reporting data, nor setting quantifiable objectives, for the Smart Government Goals:

- Housing: Healthy, high quality homes for all San Franciscans
- Employment: Living-wage jobs with opportunities for career advancement
- Youth/Education: All students graduate high school and have the ability to go to college

The information reported in the Dashboard does not reflect progress toward these goals. The strategies and targets in the End Goal Matrix address related issues, but do not evaluate the number of healthy, high quality homes or identify strategies for realizing such homes; they focus more on removing barriers to employment more than opportunities for career advancement (although the job ladder may address this goal somewhat); and they do not measure or set goals for graduation rates or college preparedness (though they do hope to establish Gateway to College and are working on strategies for lowering truancy).

End Goals

The End Goals are the one set of goals where Communities of Opportunity has done the most work toward setting goals, establishing deadlines, collecting and reporting data, and otherwise making it possible for evaluating its performance. Although the Budget Analyst has addressed some shortcomings above, it strongly recommends building on the strength of the End Goal Matrix as a central performance management tool for Communities of Opportunity (see Recommendations).

Benchmarking Against Similar Efforts

In addition to tracking changes over time, evaluating achievement against similar efforts is an important performance management tool. To date, Communities of Opportunity has not evaluated its performance against other cities. Although Communities of Opportunity is unique as a single initiative, many of its efforts and programs are borrowed from other municipalities and agencies. Therefore, Communities of Opportunity should be able to measure the achievements of its various efforts against those efforts elsewhere.

Conclusions

Without changes, Communities of Opportunity will continue to lack sufficient direction and its achievements will be impossible to evaluate.

Communities of Opportunity's Success or Failure Is Impossible to Determine

Communities of Opportunity does not have a central, agreed-upon set of goals. The 2008 Plan has three separate but similar goal sets, none of which drives programmatic alignment or reflects current thinking. Furthermore, some of these goals are vague or otherwise poorly defined. Because Communities of Opportunity's goals are not understood and agreed upon, it is impossible for the City, the public, Communities of Opportunity's partners, or Communities of Opportunity's clients to know how it is progressing against its goals. From a resource perspective, it is impossible to determine whether fiscal and staff resources are being used efficiently.

Outcome Data Is Essential

Part of the City's investment in Communities of Opportunity was based on developing successful anti-poverty strategies that can be applied elsewhere in the City. Communities of Opportunity has repeatedly expressed its interest in outcomes. However, much of the data that it currently records and reports is on service provision. This limitation of Communities of Opportunity's data collection and reporting will make the determination of programmatic causality difficult to determine. Failing or flailing programs will not be able to be corrected, and successful programs may not be emulated or expanded from one node to the next, or from the study area to other parts of the City.

With coordinated case management and other efforts, Communities of Opportunity is attempting to collect and analyze additional outcome data. The Budget Analyst understands that the technical and legal barriers to sharing data are challenging to overcome, but from conversations with City staff we know that these hurdles can and have been surmounted or worked around. We encourage Communities of Opportunity to continue to work with City staff in developing creative ways to ascertain and share outcome data.

Several of Communities of Opportunity programs have been borrowed from elsewhere. The initiative should borrow evaluation metrics from similar efforts where available. Furthermore, the initiative should evaluate performance against other cities.

The End Goal Matrix Is a Valuable Tool Worthy of Expansion

The End Goal Matrix, which aligns goals, strategies, targets, status, and deadlines, can be an excellent performance management tool. It provides a framework in which various audiences can be made to understand Communities of Opportunity’s intent, methods, direction, and progress. With an effort like Communities of Opportunity that is so hard to define and grasp, such a framework makes Communities of Opportunity’s vision much more tangible. Although the Matrix would benefit from refinement, it is an excellent starting point. However, currently the Matrix does not relate to the Dashboard—Communities of Opportunity needs to bridge these reporting tools to show how incremental achievements relate to overall goals.

Recommendations

In order to refine Communities of Opportunity’s focus and improve its accountability, the Director of Communities of Opportunity should:

- 4.1 Establish a single set of goals and align all work to those goals.
- 4.2 Refine and expand the End Goal Matrix; align the Matrix to the Dashboard.
- 4.3 Work with departments throughout performance measurement processes and measure progress against other cities.

Costs and Benefits

The intent of the Budget Analyst’s recommendations is for Communities of Opportunity to refine its goal setting, performance measurement, and evaluation practices. The development, implementation, and evaluation of Communities of Opportunity have and continue to be iterative processes; the Budget Analyst believes that these recommendations can and should be fitted into those processes. Implementing these recommendations should improve (a) external understanding of Communities of Opportunity and its objectives, (b) internal understanding of Communities of Opportunity’s strengths, weaknesses, and progress, and (c) improve Communities of Opportunity’s accountability by creating a more informed and contextualized understanding of its achievements.

5. Community Communication

- Although Communities of Opportunity is intended to change San Francisco's processes of providing services to low-income residents by directly involving community members, Communities of Opportunity has not followed through on many of its proposals for community participation.
- The 2006 Plan required Communities of Opportunity to conduct formal community meetings to gather community input, and the 2008 Plan clarified that these meetings should occur quarterly. Since May 2006, however, Communities of Opportunity has only held two formal meetings to gather community input. While three of the four public housing nodes' community centers (known as Opportunity Centers) have held informal community meetings, the Director of Communities of Opportunity did not attend these meetings, and the meetings focused primarily on delivering information, rather than gathering community input to be delivered to Communities of Opportunity program staff and City departments.
- The 2008 Plan eliminates the Communities of Opportunity resident associations proposed by the 2006 Plan to represent residents and gather input. Although the San Francisco Housing Authority's tenants associations are expected to assume the functions of the resident associations, the tenants associations are largely inactive, and the San Francisco Housing Authority has no plan in place to reactivate them.
- Because community participation has not met expectations, Communities of Opportunity has increasingly relied on paid community staff, including site coordinators and peer coaches, to communicate with residents. Because none of the staff have performance goals to that end, Communities of Opportunity cannot ensure that community staff are effectively reaching residents.
- Despite goals for collaborating with residents on the delivery of City services, the 2008 Plan does not provide guidelines nor does Communities of Opportunity have processes defining how (a) City departments receive resident input, (b) City departments work with the nodes to make changes, and (c) those changes are communicated to the residents. Communities of Opportunity also lacks a standard method for coordinating or sharing information among community staff.

Communicating with the community, both delivering information to residents as well as receiving resident feedback, is integral to Communities of Opportunity. A number of

methods for community communication have been tried in the past or are proposed for the future. These include community meetings, resident associations, vouchers, and staff outreach workers. This section will focus on the role each has played, and how each method provides for information to flow both from the City to the community and more importantly from the community back to the City.

Community Voice Meetings

As part of the early implementation of Communities of Opportunity, the National Community Development Institute funded the Community Voices Project, an effort to obtain resident input on issues facing these neighborhoods. Approximately 270 residents were engaged in community wide meetings, focus groups, and follow up meetings held in each node. Based on these meetings, the National Community Development Institute laid out a list of priority concerns and strategies to address those concerns that were later incorporated into the 2006 Pilot Phase Business Plan (2006 Plan).

Recognizing the value of community input, the 2006 Plan also included a strategy for ongoing community input through regular community meetings, called Community Voice meetings, in which Communities of Opportunity staff, City representatives, and residents would identify needs, set priorities, and agree on commitments to action. However, the 2006 Plan did not include guidelines on how and when the Community Voice meetings would occur. Communities of Opportunity held only two formal Community Voice meetings at City Hall during the first two years of Communities of Opportunity.

The Opportunity Centers, community centers set up at each of the four Communities of Opportunity nodes, have held their own community meetings. The Opportunity Center staff initiate these informal community meetings, to discuss available programs and services, as well as any other concerns that residents would like to discuss. The Opportunity Center staff do not have attendance lists, agendas and minutes for these community meetings. Table 5.1 below shows the frequency and basic topics of Opportunity Center community meetings

Table 5.1**Frequency and Topic of Opportunity Center Community Meetings**

Opportunity Center	Frequency of Community Meetings	Topics of Community Meetings
Alice Griffith	Weekly	Services offered, community events offered, and/or to receive input.
Hunters Point	Quarterly	To offer services and get community input
Hunters View	None*	N/A
Sunnydale	Bimonthly	Services offered and/or to gain community input
Source: Interviews of site coordinators		

* According to the Director of Communities of Opportunity, Hope SF meetings are held monthly and Communities of Opportunity staff members attend.

While these informal meetings do provide some input, they fall short of the benefit of formal Community Voice meetings in that they (a) are not held regularly, (b) have an open agenda and only provide community input if a resident offers some, and (c) are not regularly attended by the Director of Communities of Opportunity or City department representatives.

Despite the difficulties in attracting residents to attend Community Voice meetings, the 2008 Plan reiterates the need for Community Voice meetings and calls for them to be held quarterly. However, the 2008 Plan does not state whether City department representatives, elected officials, or the Director of Community of Opportunities will attend. According to the Director of Communities of Opportunity, the Community Voice meetings will start in the fall of 2008.

In addition to holding Community Voices meetings, the Director of Communities of Opportunity should take steps to ensure that actual community input obtained in the Community Voice meetings and informal Opportunity Center community meetings reaches City representatives.

- First, the Director of Communities of Opportunity should create standards of documenting and distributing community input for Community Voice and Opportunity Center meetings. Documentation such as attendance lists, agendas and minutes should be available for every Communities of Opportunity-related meeting. Documenting the input will allow for the Director of Communities of Opportunity to identify (a) what programs or services are needed or in need of modification, and (b) a pattern of community requests. This documentation should then be provided to department representatives in planning Communities of Opportunity programs.

- Second, the Director of Communities of Opportunity should attend the quarterly Community Voice meetings, and ensure that City representatives are present.

Resident Associations

The 2006 Plan included a goal to create broad-based resident associations in each of the nodes that could:

- Set goals and priorities for the node;
- Create new norms and expectations for the node;
- Hold the City and residents accountable to the covenant; and
- Advocate on behalf of the node.

Communities of Opportunity created the resident associations in each node, calling them “action teams”. The resident associations were responsible for interviewing and helping to select the community-based organizations that would provide Communities of Opportunity services in the nodes. While these resident associations were successful in selecting community-based organizations, their role after the selection process was completed was unclear and participation declined. As stated in the July 1, 2008 Fiscal Year-End Report, the ongoing sustainability of the resident associations was mixed. Some residents involved with the resident associations either (a) chose programs that were personally beneficial, (b) left the community once they were able to get their life back on track, or (c) stopped attending the meetings if the programs were not beneficial for their needs. According to the Director of Communities of Opportunity, the resident associations were intended to attract new resident participation and develop new leaders, and while some nodes still have resident associations, none have fulfilled the goals in the 2006 Plan. Table 5.2 shows the current status of the resident associations in each node.

Table 5.2

Resident Association in the Nodes

Nodes	Resident Association
Alice Griffith	Established
Hunters Point	Not established
Hunters View	Established
Sunnydale	Not established
Source: Interviews of site coordinators	

According to the interviews of community leaders and resident association presidents, the resident associations provided an effective vehicle to share information between residents, community leaders, and Communities of Opportunity. One interviewee summarized the benefits of associations as an alternative to public meetings: “residents can voice their opinions at the community meetings or talk to an action team member on a one-on-one basis because some residents may not want to talk to the whole board, and may only want to talk to one person.”

Interviews also suggested that resident associations were one way to improve the residents’ negative perception that Communities of Opportunity is yet another government-run program that is unaccountable the community.

The 2008 Plan does not include any role for the Communities of Opportunity resident associations. The Director of Communities of Opportunity has indicated that tenants associations, which are created by the San Francisco Housing Authority at each public housing property to represent the residents, will replace the role of Communities of Opportunity resident associations. While all these tenants associations are established, they are in varying states of activity, as shown in Table 5.3.

Table 5.3

San Francisco Housing Authority Tenants Association Activity

Nodes	Tenants Association
Alice Griffith	Active
Hunters Point	Not Active
Hunters View	Active
Sunnydale	Not Active
Source: Interviews of site coordinators	

Reactivating the tenants associations is not included as a goal in the 2008 Plan. According to the San Francisco Housing Authority, although reactivating the tenants associations is a priority for the San Francisco Housing Authority no specific plan is in place to reactivate the tenants associations., The Housing Authority would need to provide training to residents, such as capacity building and decision making, which the San Francisco Housing Authority is working to do through Hope SF Academy¹.

In order to improve community input through the tenants associations or a defined resident organization, Communities of Opportunity should create a plan with the San

¹ Hope SF Academy is training program for public housing residents that focuses on empowerment, leadership, and community awareness. Hope SF Academy began on November 30, 2007 and continues to meet twice a month with sixteen active participants.

Francisco Housing Authority to reactivate inactive tenants associations. The plan should consist of:

- (a) Guidelines to reactivate inactive tenants associations in the Communities of Opportunity node;
- (b) The participants and their roles; and
- (c) A timeline with specific outcomes.

Since some nodes' tenants associations are more active than other nodes, Communities of Opportunity should also create a plan to help the more active tenants associations in the areas where they may need assistance. In addition, Communities of Opportunity should talk to tenants associations' representatives to develop a plan to assist the residents' organizations to participate more effectively in City departments' planning for services.

While the tenants associations are documenting their meetings with agendas, minutes and sign in sheets, the Housing Authority was unable to provide these documents. Communities of Opportunity, along with San Francisco Housing Authority, needs to create standards of documenting (a) the resident organization meeting discussions, (b) attendance, and (c) time and location of the meeting.

Vouchers

Due to the difficulties of gathering a community participation either through Community Voice meetings or resident associations, Communities of Opportunity is proposing a voucher system, which would allow an individual resident to use services from the community-based organizations and city-funded programs of their choice. To date, Communities of Opportunity has not created a specific plan on how (a) vouchers would be distributed to residents, (b) service providers would collect funds, and (c) data regarding resident preferences would be gathered, distributed, and used.

The July 1, 2008 Fiscal Year-End Report states that the voucher system would be in place by fall of 2008; however, according to interviews with the Director and Deputy Director of Communities of Opportunity, the voucher system will not begin until January of 2009.

Opportunity Centers and Community Staff

In addition to quarterly Community Voice meetings and tenants associations, the 2008 Plan relies on Communities of Opportunity community staff to engage the community.

Opportunity Centers

In the 2006 Plan, one of the goals of Communities of Opportunity was to create an Opportunity Center in each of the four nodes: Alice Griffith, Hunters Point, Hunters View and Sunnydale. The Opportunity Centers would:

- (a) Provide the residents with access to City and nonprofit services and/or programs such as workforce development, child care, public benefits, financial skills building, and other Communities of Opportunity -linked services and supports;
- (b) Become the home-base for Communities of Opportunity community staff and outreach workers to engage residents in the City and nonprofit services and/or programs;
- (c) Serve as centers for working families to apply for public assistance and engage in social networks.

The role and goals of the Opportunity Centers did not change in the 2008 Plan.

As stated in the 2006 Plan, all four Opportunity Centers should be established by the end 2007. As shown in Table 5.4 below, three Opportunity Center opened before the end of 2007 and one opened in March of 2008.

Table 5.4

Opening Dates of the Opportunity Centers

Opportunity Center	Date Opened
Alice Griffith	October 6, 2005
Hunters Point	Spring/Summer 2007
Hunters View	March 2008
Sunnydale	November 2006
Source: Interviews of site coordinators	

Essentially, the Opportunity Centers at the four nodes are places that residents can access information about services and/or programs, and engage in social networks. However, the number of resident visits that each of the Opportunity Centers receives differ as shown in Table 5.5 below.

Table 5.5
Number of Resident Visits

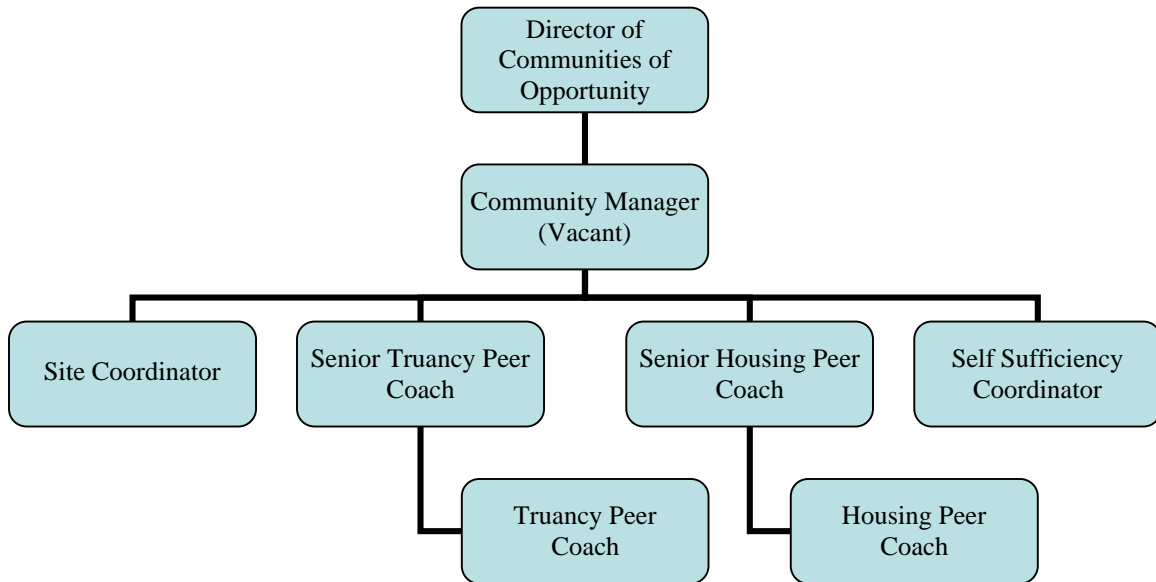
Opportunity Center	Number of public housing units	Number of visits to Opportunity Centers per Month
Alice Griffith	254	900 –1200 visits
Hunters Point	213	250 – 453 visits
Hunters View	267	311 visits
Sunnydale	767	30 – 40 visits
Source: Interviews of site coordinators and the Connecting Communities report by the Mayor's Office of Community Investment		

Community Staff

A typical Communities of Opportunity node is served by a number of staff members, most of whom are residents of those respective nodes:

1. A site coordinator who manages the Opportunity Center and provides residents with information and referrals to City and community based organization services.
2. One or more truancy peer coaches who work with the school district and community members to identify truant youth and keep them in school.
3. One or more housing peer coaches who assist residents with redevelopment issues (HopeSF), maintenance problems, back rent, evictions, and transfer within San Francisco Housing Authority properties.
4. One self sufficiency coordinator (shared between all nodes) who performs computer-based benefits screenings.

Chart 5.1 below shows an organizational chart for a generic node as described by Communities of Opportunity staff during interviews with the Budget Analyst.

Chart 5.1**Communities of Opportunity Node Organizational Chart**

Each node has a variation on the model above due to the specific needs of each node and the availability of trained staff.

Site Coordinators

The 2006 Plan did not define specific roles and performance goals for the site coordinators of the Opportunity Centers aside from stating that the locally-recruited staff would develop the Opportunity Center by incorporating the residents' opinion. In the 2008 Plan, the roles of the site coordinators are more defined than they were in the 2006 Plans. The site coordinators are responsible for:

- (a) Informing and enrolling the residents in the City and nonprofit services;
- (b) Rebuilding the trust between the government and the community;
- (c) Rebuilding the social networks;
- (d) Working with partner departments to bring City services to the community; and
- (e) Listening to residents' ideas.

Currently, each Opportunity Center has a site coordinator who provides the residents with access to City and nonprofit services, conducts community events, and works to gain community input.

As stated in the 2008 Plan, Communities of Opportunity relies on Opportunity Center site coordinators to gather community input in addition to conducting outreach, assisting residents with program enrollment, working with partner departments, and organizing events. Based on the interviews of the site coordinators, their main goals are to conduct outreach and assist residents with program enrollments.

Since the Opportunity Center site coordinators' main responsibility is to connect residents with City services, gathering and documenting community input may not be a priority. While the Opportunity Center site coordinators should continue to listen to the community suggestions, standards of asking, receiving, recording, and reporting community input should be implemented to ensure that ideas are correctly documented. Communities of Opportunity needs to create guidelines for the site coordinators and work with the site coordinators to ensure that guidelines are being used.

Peer Coaches

As stated in the 2006 Plan, Communities of Opportunity's goal was to create an outreach/recruiting team of 8-10 residents per node to conduct Communities of Opportunity-initiative implementation and door-to-door outreach. The 2006 Plan did not set any target recruitment or outreach goals for the recruiters.

As each Opportunity Center opened, local residents were hired as recruiters. According to the 2008 Plan, the recruiters were generally unsuccessful in engaging the community in the new programs because the recruiters lacked the necessary depth of knowledge to meet and were overwhelmed by the high level of assistance required by the families.

Communities of Opportunity changed their method to engage the community in the new programs in the 2008 Plan. The recruiters were replaced by peer coaches who were either trained in housing issues or truancy issues. The peer coaches are residents who are either (a) assigned community service hour through Project 20² or (b) employed part-time by the Southeast Neighborhood Jobs Initiative. As stated in the 2008 Plan, the housing peer coaches are responsible for discussing and working with the residents in a more private setting (i.e. living room meetings) to discuss any housing issues or redevelopment questions that they could have. The truancy peer coaches are responsible for educating parents about the importance of education and assisting them to get their children to school. The 2008 Plan states that Communities of Opportunity is creating the third set of peer coaches who will focus on jobs and benefits.

The truancy peer coach training was held on January 3, 2008 by San Francisco Unified School District. Communities of Opportunity also held housing peer coach trainings.

Each Opportunity Center has a dedicated housing and truancy peer coach or shares with other Opportunity Centers.

² The Project 20 Fine Alternatives program is a community service assignment program for people living in San Francisco who cannot afford to pay their parking tickets or traffic violations.

Table 5.6**Number of Resident Visits**

Opportunity Center	Peer Coach	Number of Clients Helped	Peer Coach	Number of Clients Served*
Alice Griffith	Truancy	70	Housing	122
Hunters Point	Truancy	35	Housing	15
Hunters View	Truancy	35	Housing	88
Sunnydale	Truancy	35	Housing	34
	Total	175	Total	259
* The numbers of clients served by peer coaches is based on interviews.				
Source: Interviews of site coordinators and Communities of Opportunity Truancy report				

Based on the Communities of Opportunity Truancy and Housing reports, the truancy peer coaches assisted 175 youths. Based on interviews, the housing peer coaches assisted and enrolled 259 families in new programs.

Self Sufficiency Coordinator

A single part-time self sufficiency coordinator, who began in March of 2008, covers all nodes. The self sufficiency coordinator performs computer based benefits screenings to determine which services would help residents become self sufficient, such as applying for MediCal, getting child care service and learning about financial responsibility. Based the self sufficiency coordinator interview, approximately 20 residents per month receive self sufficiency assistance. Notably, the 2008 Plan makes no mention of the self sufficiency coordinator.

Goals for Communities of Opportunity Community Staff

To strengthen the relationship between the City and the communities, the 2006 Plan's was to hire local residents as the site coordinators and recruiters. Although this goal is not included in the 2008 Plan the community center staff are made up of Communities of Opportunity residents.

Individual performance goals for each of the staff members are not in place. None of the Communities of Opportunity staff interviewed by the Budget Analyst could identify a monthly performance goal (i.e. number of referrals or meetings) for which they were responsible. The Director of Communities of Opportunity should create measurable monthly goals for each staff member.

Distributing Information within Communities of Opportunity

With Community Voices meetings yet to be held and dormant resident associations in some nodes, Communities of Opportunity community staff are the only method for Communities of Opportunity to communicate with the community.

According to interviews with Communities of Opportunity staff, prior to discussing truancy or housing issues, each peer coach performs a general needs assessment, known as a prosperity plan, for each client. The results of all assessments are compiled and delivered to the Director of Communities of Opportunity to facilitate forecasting service needs. This summary information is not shared with all peer coaches and site coordinators. After completing the prosperity plan, the peer coach engages the resident on either housing or truancy issues, delivering information about that issue and generating a plan customized to that resident's needs. The peer coach reports to his or her immediate supervisor the details of the meeting as well as a strategy for follow up if necessary.

According to interviews, there are regular site coordinator meetings, housing peer coach meetings, and truancy peer coach meetings. These meetings allow for information sharing between staff with the same duties; however there are no meetings that allow for information sharing between all Community of Opportunity staff serving the same node.

Similar to the meeting structure, reports are also not shared across staff serving the same node. Both peer coaches and site coordinators send monthly reports to their immediate supervisors which are ultimately delivered to the Director of Communities of Opportunity; however, these reports are not typically shared between peer coaches and site coordinators even though they serve the same node. While report sharing may introduce resident confidentiality problems, the lack of information sharing within a node is of specific concern because it contradicts Communities of Opportunity's stated goal of providing integrated and coordinated services. The Director of Communities of Opportunity should institutionalize information sharing between staffers working in the same node and staffers performing the same function in different nodes.

Distributing Information to City Departments

Communication is not just about distributing community feedback to Communities of Opportunity members, but delivering that information to the several City departments providing services in these nodes. Based on interviews of City departments, Communities of Opportunity staff, and community members, community input is not systematically reaching the City departments. While it is clear that the Director of Communities of Opportunity takes any community input he might receive to the City departments, there is still not a clear system of communication resulting in a disconnection between the community and City departments. Communities of Opportunity works on the community level to receive community input, but the 2008 Plan does not state how the input is distributed to City departments. In addition, should the City department make a decision based on community input, the 2008 Plan does not state how the City departments would communicate that decision back to the community.

To best utilize the information received, Communities of Opportunity should create guidelines to determine how:

- (a) City departments formally receive resident input;
- (b) City departments work with the nodes to make changes to programs;
- (c) These changes are communicated to the residents.

The implementation of the guidelines will ensure that Communities of Opportunity and City departments are taking advantage the community input.

Conclusion

While Communities of Opportunity has made meaningful progress to communicate with the community, there are gaps in its strategy. Information flow from the City to the community relies on peer coaches and site coordinators. However, neither type of staff member has a performance goal to which they are accountable for delivering that information. Information flow from the community to the City relies on Community Voice meetings, which do not regularly occur, and peer coaches and site coordinators who have neither a standard method to report that feedback nor accountability to gather it. While the Director of Communities of Opportunity takes any community input he might receive to the City departments, there is still not a clear system of communication. In addition, to the extent that the proposed voucher system provides data about resident preferences in service providers, there is no plan on how such data would be gathered, distributed, and used.

The Director of Communities of Opportunity staff has stated that they will use reactivated tenants associations to gather community feedback. However, no plans are in place to reactivate these associations. Once Communities of Opportunity has successfully gathered community input, there is no institutionalized method, nor a plan to create one, for distributing that information throughout Communities of Opportunity staff members and other relevant City departments.

Recommendations

The Director of Communities of Opportunity should:

- 5.1 Ensure that the quarterly Community Voice meetings are documented and that a senior Communities of Opportunity staff member attends.
- 5.2 Work with the San Francisco Housing Authority to reactivate the tenants association by creating a plan with (a) guidelines to reactivate a tenants association within a specific community, (b) the participants and their roles, and (c) a timeline with specific outcomes.

- 5.3 Create a set of guidelines to standardize how community input is documented from (a) site coordinators discussions, (b) peer coach discussions, (c) Community Voices meetings and (d) resident or tenants associations.
- 5.4 Create a set of guidelines to determine (a) how City departments will formally receive input, (b) how City departments work with the nodes to make possible changes, (c) how the changes are documented, and (d) how the changes are communicated to the residents.
- 5.5 Create a feedback method/plan to let the residents know how the City Departments are using the community input.
- 5.6 Create measurable monthly goals for both delivering information and gathering feedback for each Communities of Opportunity community staff person responsible for interacting with the community.
- 5.7 Create standardized report templates for each Communities of Opportunity community staff person.
- 5.8 Require reports be circulated to community staff working in the same node and community staff performing the same function in different nodes.

Costs and Benefits

Implementation of the Budget Analyst's recommendations can be accomplished within Communities of Opportunity's existing resources. The intent of these recommendations is to (a) improve the delivery of information to the community, (b) harvest feedback from residents, and (c) distribute resident feedback to City service providers. The benefits of improved communication include tailoring services to its customers, increasing resident enrollment in those services, and increasing the level of resident investment with Communities of Opportunity.

**Director of Communities of Opportunity's
Written Response**

Communities of Opportunity Response – Executive Summary

This audit has come at a point of transition for Communities of Opportunity. As COO reflected on our successes and lessons since we began in 2006, we made several strategic shifts in our 2008-10 business plan to better accomplish our goals. **Our objective, of addressing the systemic causes of poverty for 2,600 families in Bayview Hunters Point and Visitacion Valley remains at the core of everything we do.** And our fundamental approach of bringing a public/private partnership together with the community to implement a place-based approach to solving these problems is critical to our success. We have experienced enormous success in some areas (public housing redevelopment, eviction prevention, jobs/career development, access to healthcare) and uncovered challenges that require strategic shifts.

We have learned a great deal about what strategies and tactics will best enable us to reach our goals. We have seen tremendous progress in bringing the physical development into these communities that supports the human development that COO and its partners have been working on. We have seen diminishing skepticism and residents beginning to engage when the city comes to the table with genuine opportunities and choices for residents. And we have seen that while systems change takes time, real shifts in policies, practices, and collaboration amongst departments can have a significant impact in the lives of our residents.

However, some of our initial strategies have been refined and adjusted based what we have learned. Most significantly, COO no longer directly funds catalyst programs in the neighborhood, but instead is working with our partner departments to design and fund “on-ramp” services that connect residents to the larger efforts of the city. We are also prioritizing our efforts around the services residents most need to get out of crisis before we focus on the other critical areas that will help them moved not just beyond crisis but to stability and thriving. Finally, we will be honing our community engagement strategy to use the Opportunity Centers as true hubs of community activity and service connection, with our community “coaches” trained on specific issues that our residents need assistance with.

The audit has affirmed highlighted many of the challenges we face as we move deeper into systems change work and increase collaboration with our partner departments, community members and funders. It also speaks to the challenge of measuring and evaluating a complex initiative that works on multiple levels both within the city and in the community. The COO Business Plan 2.0 addressed many of those challenges, but we continue to encourage dialogue and feedback on how we can improve our work, our communication, and our evaluation. We appreciate this opportunity to begin that discussion with the Board of Supervisors and look forward to presenting an update at the end of 2008.

Following is our response to the audit and recommendations. Given the broad range of items listed, it is not practical to provide a line-by-line response to this audit. **Therefore, our approach is to provide introductory comments to the chapters or sections and specifically comment on only those items where correction is paramount to understanding the recommendations.**

Each recommendation is followed by a statement of agreement or disagreement and explanation of those statements. Our intent is to be brief.

Section 1 – City Oversight of Communities of Opportunity

Response Introduction

Oversight and accountability are both critical components of the Communities of Opportunity (COO) initiative. During our first two years we have primarily focused our efforts on activities funded by our private foundation partners, and therefore have focused our oversight on regular meetings with our funder steering committee and semi-annual grant reports. In addition we have had ad hoc meetings with our department partners and steering committee members. Going forward we will be focusing on systems change and city partnerships and therefore will be formalizing the role of the steering committee, advisory committee and Interagency Council (IAC) to provide the appropriate level of oversight.

Specific Introductory Comments

The COO Steering Committee has in fact met three times over the last 28 months – on September 20, 2006, May 18 2007, and September 15, 2008. However, given the bulk of the work was through our foundation funds, the Funder Steering committee has met bi-monthly – 12 times in the last 2 years (9/18/06, 11/1/06, 1/31/07, 4/9/07, 5/14/07, 8/14, 07, 10/15/07, 12/11/07, 1/25/08, 5/29/08/6/25/08, and 9/15/08).

The need for greater City department accountability was highlighted last year and we have been working with the Mayor's office and MOCI to develop the Interagency Council. The purpose of this council is precisely to define the overlap between several major initiatives (COO, HopeSF, Transitional Age Youth, Violence Prevention) to better coordinate when our efforts call on the same departments to do similar work with similar populations.

This does not imply a loss of focus for COO or an expansion to a Citywide scope. Rather, it ensures we keep our geographic focus while leveraging the work of other initiatives as it applies to residents in our neighborhoods. The initial work of the IAC has tentatively defined residents who are 16-24, living in our nodes, and affected by violence as the target of our work together. Each of the initiatives will continue to have work outside of that scope, but our efforts will be coordinated within that shared focus.

Finally, while department participation has not been coordinated as effectively as it could be, there has been greater participation than covered in the audit. In addition to working on the coordinated case management and HopeSF planning processes, departments have partnered with us to design and implement several key initiatives including:

- Gateway to College in collaboration with City College and SFUSD
- Homeownership Program in collaboration with MOH, HSA, SFHA, and nonprofit partners
- On-Ramp to City Build in collaboration with MOEWD and HSA
- Parent University in collaboration with DCYF and First5
- Resident Assistance Program in collaboration with SF Housing Authority, MOH, HSA
- SingleStop USA in collaboration with HSA

We expect the IAC to help us continue to monitor the planning and progress of these initiatives.

Response to Analysts Recommendations

The Director of Communities of Opportunity should:

- 1.1 *Report to the Board of Supervisors prior to December 31, 2008 on the membership and mission of the steering committee and the advisory board.*

Agree. This task is underway.

The Advisory Committee had its first meeting on September 22, 2008. COO is in a series of discussions with its funder and department partners to determine the appropriate mission and scope of the Steering Committee as it relates to the Advisory Board and IAC. Those discussions will conclude prior to the end of the year and COO will report on the final membership and mission of both groups by December 31, 2008.

- 1.2 *Report to the Board of Supervisors prior to December 31, 2008 regarding the implementation of the Interagency Council, including:*
- a) Interagency Council goals and scope;*
 - b) City Department Participation;*
 - c) Planning process for coordinating Citywide resources for anti-poverty services; and*
 - d) Defining the relationship of Communities of Opportunity's place-based focus with the Interagency Council's citywide objectives*

Agree. This task is underway.

The Mayor's Office has convened 4-5 planning meetings to discuss the questions of scope, participation, process, and relationship between the initiatives being coordinated. The next planning meeting is set for October 20th and the group will finalize a set of recommendations on scope and participation prior to December 31, 2008.

Section 2 – Responsibility of City Departments in Implementation

Response Introduction

The findings of the audit largely reflect the participation of departments to date. As stated in section 1, in our first two years, COO focused more on the implementation of privately funded catalysts projects. The updated business plan reflects an increased participation by departments and a more concerted effort to embed the “on-ramp” programs into the City’s core service delivery strategy. The audit was performed during the transition to the new strategy and therefore reflects the fact that many of these programs are in the beginning stages of planning or implementation. As programs ramp up we expect to see greater and more consistent participation by all of our partner departments.

Specific Introductory Comments

We have a few minor points of clarification:

While Alice Griffith is not being redeveloped through HopeSF it will be redeveloped by Lennar. As such it will receive the same set of services that are outlined in the HopeSF services plan. Hunters Point A West is the only COO site not included in redevelopment. However, as part of COO it will receive all the same services outlined in the COO business plan, which were used as the basis for the HopeSF plan. The only difference is there will not be specific construction jobs onsite as is the case when redevelopment occurs.

In addition to Parent University and the RAP, the Single Stop program has begun, with the coordinator being hired on August 4th and working out of the Southeast Community College facility.

Response to Analysts Recommendations

The Director of Communities of Opportunity should:

- 2.1 *Develop a process ensuring follow through and completion of coordinated case management, and on-ramp programs, including the (a) Resident Assistance Program, (b) Individual Development Accounts, (c) Job Readiness Program, (d) Single Stop Benefits Screening, (e) Parent University, and (f) Gateway to College. This process should define each City Department’s roles, responsibilities, and accountability to the process*

Agreed. This task is underway.

An MOU is under development for department participation in the Coordinated Case management planning process, and an MOU has been created directly with SingleStop USA’s headquarters. Similar MOUs or service agreements will be developed for each on-ramp once the scope and requirements are finalized.

- 2.2 *Begin discussions within the Interagency Council on how (a) the programs implemented through the four Communities of Opportunity nodes related to the programs implemented to the HopeSF public housing redevelopment sites; and (b) how specific program goals relate to the overall Communities of Opportunity goals, in order to revise and refine implementation plans.*

Partially Agreed. Part A is underway, Part B will be discussed in section 4.

The programs that are part of the HopeSF services plan were directly taken from the COO business plan in order to ensure consistency across all COO sites and HopeSF sites and to leverage City investment in these programs across both efforts. With the IAC we will continue to ensure those connections are well defined and understood. We will address part (b) in section 4.

- 2.3 *Report to the Board of Supervisors prior to December 31, 2008 on the status of coordinated case management, including:*
- a) *The process to ensure follow through and completion of planning, as discussed in Recommendation 2.1;*
 - b) *Each department's actual participation and accomplishments to date in comparison to the work plan, including the (1) Human Services Agency, (2) Adult Probation Department, (3) Juvenile Probation Department, and (4) Department of Public Health*
 - c) *The overall accomplishments of the coordinated case management process to date in comparison to the work plan; and*
 - d) *Projected revisions to the respective departments' proposed FY 2009-2010 budgets due to implementation of coordinated case management, including the (1) Human Services Agency, (2) Adult Probation Department, (3) Juvenile Probation Department, and (4) Department of Public Health*

Agreed. This task is underway.

As noted in 2.1, an MOU is underdevelopment to clarify department participation in the SF CAN DO planning process. Throughout the process we will document participation both at planning meetings and in response to assignments that are part of the work. While the process is not scheduled to complete by December 31, 2008 we will provide an update of accomplishments to date. To the extent that budget implications are known at that time, they will be included in the update. Further analysis of budget implications may be required as the planning process continues. Those updates will be provided to the Board as they are completed.

- 2.4 *Report to the Board of Supervisors prior to December 31, 2008 on the status of Communities of Opportunity's on-ramp programs including the (a) Resident Assistance Program, (b) Individual Development Accounts, (c) Job Readiness Program, (d) Single Stop Benefits Screening, (e) Parent University, and (f) Gateway to College. This report should include the:*
- a) *Status of planning or implementation for each on-ramp program*
 - b) *Program measures and resident participation*
 - c) *City Department participation; and*
 - d) *Projected on-ramp program costs proposed in respective City departments in FY 2009-2010*

Agreed. This task is underway.

As noted in 2.1 we will develop MOUs or service agreements as appropriate for each on-ramp program. As with the coordinated case management not all programs will have completed their planning phases by December 31, 2008, however we will provide a report on accomplishments to date at that time including: status, anticipated measures, department participation, and projected costs. Further analysis of budget implications may be required as the planning process continues. Those updates will be provided to the Board as they are completed.

Section 3 – Data Sharing Among City Departments and Agencies

Response Introduction

Data sharing is a challenge not just for COO but across the city. Our initiative has experienced many of the same issues that previous efforts have encountered, which has both given us a set of lessons learned to build from and re-set our expectations of timeline from the original business plan. Given these lessons and our progress to date, we believe it is reasonable to have sufficient data sharing in place to provide coordinated case management on the expected timeline. The costs and tradeoffs of a deeper level of standardized data collection across departments beyond the coordinated case management will need to be weighed and may not be necessary to provide sufficient accountability for COO.

Specific Introductory Comments

Data sharing is a complex task and can happen at many levels. For the purposes of this audit and COO's work, it is important to distinguish between a database and a data sharing initiative. A database requires the data to be housed together in a single database that has the source data directly connected to the database. For efforts like the Shared Youth Database, significant technical work had to be done to link the appropriate department databases and to create a truly shared database where information from all of them reside. This is the most direct and accurate way to share data. However, there are other methods of data sharing, such as those proposed by the Stanford Youth Data Archive (YDA) where data is downloaded from existing systems periodically (rather than directly linked) and research methods are used to do a "match" of records across the downloads from various departments. While this is slightly less accurate (matching is more than 95% accurate but not 100% as is the case when cases are directly linked) it circumvents the need for a technical solution to connect disparate databases.

For coordinated case management the City will need a database that has shared case notes across departments and that can link to key data elements in each department's own data systems (e.g. completion of a mandated task). This will also require an informed consent on the part of the individual participating in the case management. COO expects this level of data sharing to be minimal – just the fields required to create a joint case plan but not fields such as health diagnoses, criminal backgrounds etc. We have engaged the same data vendor that created the Shared Youth Database for HSA, JPD, and DPH in order to leverage that work.

Separately, we plan to work with a research organization such as Stanford to track long term outcomes. Both HIPPA and FERPA allow for data sharing if a nationally recognized research organization is conducting the analysis. Using this tactic will allow us to do data sharing for the purposes of research without a linked database across participating departments.

To bring all of these pieces together, COO is planning a data summit in late October to evaluate existing shared data efforts and systems, program implementation and research requirements, to determine how best to leverage what is in place and create a workplan and scope for new data sharing requirements.

Finally, we agree that ideally our partner departments would standardize data collection in order to facilitate data sharing and tracking. Many departments are moving to improve data collection to that end (e.g. DCYF will be collecting data on public housing residence from its service providers for this first time this year), but the technical and legal challenges of true standardization in the face of so many disparate requirements for various funding sources and regulations makes this impossible. Instead, COO is working on a swipe card system for COO members that could be used at program sites to identify the participant as a COO member. This will allow us to track participation consistently across programs but will not require standardized collection of information or outcomes beyond participation. We believe this will allow us to be accountable for tracking resident engagement while relying on departments to appropriately define the measures they will use to track outcomes in their respective programs.

Response to Analysts Recommendations

The Director of Communities of Opportunity should:

- 3.1 *Define his role as the project sponsor for implementing shared data systems among City departments participating in the coordinated case management initiative*

Agreed. This task is underway.

COO is sponsoring a Data Summit in late October to determine what existing efforts can be leveraged and where new data sharing work needs to be done. We will define our role in sponsoring data sharing based on the outcomes of that summit.

- 3.2 *Work with the Family Justice consultant and City departments participating in coordinated case management to develop a work plan for implementing shared data systems.*

Agreed. This task is underway.

COO is sponsoring a Data Summit in late October to determine what existing efforts can be leveraged and where new data sharing work needs to be done. In addition, Family Justice and our partner departments are currently conducting a form review to better understand what data are currently collected by case managers, what data are mandated by law, and what data would best facilitate shared case planning. We will define the workplan based on the outcomes of these efforts.

- 3.3 *Implement a Memorandum of Understanding with City departments as part of the process of implementing coordinated case management data sharing that:*
- a) Defines each department's roles and responsibilities;*
 - b) Defines confidentiality requirements; and*
 - c) Establishes timelines and methods for each department to provide data downloads.*

Agreed. This task will follow the completion of 3.2.

Once the scope of new data sharing requirements is known an MOU will be developed that includes roles, confidentiality, and timelines.

- 3.4 *Submit a report to the Board of Supervisors prior to FY 2009-2010 budget review identifying:*
- a) *Expected expenditures, staff and information technology resources, and time schedules for implementing data sharing systems; and*
 - d) *Expected cost savings and work process improvements resulting from coordinated case management data sharing.*

Agreed. This task is underway.

Budget implications will be included in the workplan and MOU and will be reported to the Board of Supervisors prior to FY 2009-2010 budget review.

Section 4 – Communities of Opportunity Performance Management

Response Introduction

One of the major challenges for COO is how to measure an extremely complex set of factors that collectively contribute to perpetuating cycles of poverty. From education, health and job training to job availability, housing and physical environment it is a system of interrelated issues that effect each individual family differently, but collectively contribute to the systemic poverty we see in the Southeast. Given the sheer number of variables best practices suggest it is not possible to summarize cause and effect into a single logic model that linearly ties all activities together. Rather, it is incumbent on us to track and follow the high level indicators of poverty and crisis, while being closely accountable for the set of activities and goals we believe are strong contributors to those overall dashboard measures.

Specific Introductory Comments

One of the major themes of the report is a perceived lack of consistency between our goals. COO recognizes and agrees that we have not sufficiently explained the relationships but feel strongly that our goals are aligned throughout our plan and our work. We appreciate this opportunity to better explain those connections. In response specifically to table 4.1 the table below explains the relationship between the goals listed:

2011 Goals: Long term and overarching goals for Communities of Opportunity	Smart Government goals: Goals for partner departments. COO is a strategy of connecting our residents to the resources and objectives we have for all families in San Francisco.	End Goals: COO goals that align with department objectives but highlight specific issues we must address in our communities to achieve the department and overall goals
<ul style="list-style-type: none"> ▪ A majority of families will be stable or self-sufficient (able to make ends meet) 	<p><i>Stability requires consistent housing and self-sufficiency requires a living wage jobs. Therefore we have connected with the goals of MOEWD, HSA:</i></p> <ul style="list-style-type: none"> ▪ Employment: Living wage jobs with opportunities for career advancement <p><i>And the goals of MOH and SFRA through redevelopment and HopeSF</i></p> <ul style="list-style-type: none"> ▪ Housing: Healthy, high quality homes for all San Franciscans (goal of MOH and SFRA) 	<p><i>However, to get a living wage job our residents must eliminate the barriers to employment they face that have traditionally prevented them from taking advantage of existing job training and career advancement services.</i></p> <ul style="list-style-type: none"> ▪ Employment: Eliminate barriers to getting on and climbing the job ladder <p><i>And we have seen in the past that redevelopment to improve housing conditions can often lead to gentrification and displacement, COO therefore has a specific goal to retain current residents so they can benefit from the proposed development.</i></p> <ul style="list-style-type: none"> ▪ Housing: Help people living in the Bayview stay in the Bayview

<ul style="list-style-type: none"> ▪ A majority of Children will be flourishing (able to pursue their goals) 	<p><i>To pursue their goals children need a great education. Therefore we have aligned with SFUSD's goal</i></p> <ul style="list-style-type: none"> ▪ Youth/Education: All students graduate high school and have the ability to go to college 	<p><i>To get a great education we have to deal with the issues of truancy and drop-outs in our community as well as provide enriching out-of-school activities that help our kids both further their academics and provide exciting opportunities.</i></p> <ul style="list-style-type: none"> ▪ Youth/Education: Ensure kids go to school, stay in school, and have meaningful afterschool activities
<ul style="list-style-type: none"> ▪ Less than 10% of families and children will be in crisis 	<p><i>This is not a specific department goal but rather a goal that all departments, in particular those participating in SF CAN DO, share</i></p>	<p><i>Both national best practices and the voices from our residents indicate that to help people get out of crisis we need to better coordinate the case management we provide, to do that we will also need to share data in a more significant way</i></p> <ul style="list-style-type: none"> ▪ Provide Coordinated Case management ▪ Share relevant data across city agencies
<ul style="list-style-type: none"> ▪ Communities will provide a safe environment, sound physical infrastructure, connected social networks, and sustainable economic vitality 	<p><i>These are not department goals, but goals from and for the community itself</i></p>	<p><i>These goals arose out of conversations with residents about what they would like to see in their community and how they would like to hold themselves accountable for working on those goals</i></p> <ul style="list-style-type: none"> ▪ Housing Stability ▪ Family Stability ▪ Financial Stability ▪ Community Stability

The budget analyst also brings up critiques of specific measures in our end goal matrix. Rather than address those critiques one by one, COO thought it would be helpful to provide more context about why those measures were chosen using the SMART framework proposed by the budget analyst.

- Specific** Each of the end-goal matrix goals were selected for this reason. All of them provide specific targets for either the planning process or outcomes based on the planning/implementation status of each initiative
- Measurable** In addition, COO focused on goals that were measurable with quantifiable outcomes or clear process milestones. There are many additional measures that would be interesting to our work, but that given the current data systems in the city are not measurable
- Achievable** Every goal was chosen because we believe it is achievable and COO is and will be accountable for hitting those targets through our specific on-ramp, systems change and community based work.
- Relevant** In no cases did the budget analyst question the relevance of the measures used. Questions of whether other measures could be more relevant arose, but many desirable measures are neither measurable nor achievable with current data systems and resources. COO has specifically wanted to ensure that we are accountable and to do that had to select a subset of metrics that could meet the SMA&T objectives of this framework.
- Time-based** All objectives have a 12-18 month timeframe attached.

Finally, the budget analyst requests greater definition for several of the 2011 and Smart Government goals. We disagree with the underlying philosophy about whether all goals have to have single, simple, and measurable definitions. Best practices suggest that goals should be aspirational, painting a picture of the ultimate outcomes we are all working towards including the qualitative aspects of those goals. It is then incumbent on us to provide the SMART goals that underlie those overarching objectives which is the purpose of the end goal matrix. In addition, COO relies on its partner departments who have deeper expertise in each area to provide definition and tracking mechanisms for the smart government goals. Healthy, high quality homes are being defined through the HopeSF process and we will know exactly how many of the current sub-standard housing units are replaced. Living wage is measured by HSA and MOWED and the dashboard directly tracks the income levels reported to SFHA by our residents. Finally, the SFUSD has set a goal of graduating all students college ready – which will be defined by SFUSD through its own strategic planning effort – but can be measured by high school graduation rates, completion of A-G requirements, and college placements. As our partner departments measure and track these goals we will connect to and where possible report on the specific outcomes for our families but do not see these goals as COO but as the responsibility of those departments as part of their overall responsibility to all families in our city.

Response to Analysts Recommendations

In order to refine the Communities of Opportunity's focus and improve its accountability, the Director of Communities of Opportunity should:

4.1 Establish a single set of goals and align all work to those goals.

Disagree.

When you are working with meta-indicators such as poverty and are working across a diverse set of interventions in every field that touches a family's life a specific causal relationship between any one action and the overall impact is impossible to define – just as the City holds itself accountable for the overall outcomes for our families but does not attempt to create a single framework that connects every effort of every department into a model that shows cause and effect linkages throughout.

4.2 Refine and expand the End Goal Matrix; align the Matrix to the Dashboard

Partially Agreed. This task is underway.

We agree that the End Goal Matrix is a good tool for measuring our progress and understanding the relationship between various initiatives and programs. We view the Matrix as a living document, where additional measures and goals are added as we expand our work with partner departments (e.g. we will be adding additional birth-to-five measures following an October 1 meeting planned with First 5).

However, as noted above, we do not feel that it is possible or necessary to tie each strand of the Matrix directly to the dashboard. COO believes it must be accountable for both – the specific, measurable outcomes of the Matrix and an overall view of conditions for families in the neighborhoods – but does not believe the two must tie together in a linear fashion. As we refine our data tracking and sharing efforts stronger correlations

between the two will be possible and we will update our measures and dashboard accordingly.

4.3 *Work with departments throughout performance measurement processes and measure progress against other cities.*

Agreed.

We continue to work with departments both individually and collectively through SF Stat to understand their performance measures and connect those to outcomes for residents in our neighborhoods. For specific elements where similar approaches have been tried in other cities we will work with our evaluator to determine the relevant bench marks and report those as part of our semi-annual grant report and update to the Board.

Section 5 – Community Communication

Response Introduction

Communities of Opportunity is founded on the community input we gathered through the Community Voices process. We have been throughout and remain committed to bringing together the voices of our residents with the work of the city in order to improve services and outcomes throughout our developments and the Southeast. We have learned a tremendous amount over the past 2 years about how to make that happen – several of the channels we proposed and built were not as effective as we hoped, while other means of communication proved more valuable. Based on those lessons we have moved away from big meetings that had spotty attendance to direct communication with individual families in their homes and in their community to understand the issues they continue to face. While we agree that we can better track and formalize some of these communications, best practices and our experience to date suggest that this kind of informal, one-on-one communication has value beyond that which can be officially measured.

Specific Introductory Comments

COO Action teams (referred to as Resident Associations in the report) got off to a great start in the spring of 2007, meeting 4-5 times each to receive training, review RFQs, interview and select providers. After providers were selected participation in Action Team meetings waned and COO decided to discontinue the formal Action Team meetings but support developments that wanted to continue them on their own. COO views the original Action Team meetings as formal community meetings (contrary to the overview for the section which notes only 2 meetings had occurred). As the Budget Analyst noted, our plan discusses the movement of our community voice work from Action Team meetings to living room meetings, engaging residents more directly in discussions about specific topics in small groups and more informal settings. The quarterly Community Voice meetings will still provide a venue for larger community discussions, input and feedback.

The report mentions the proposed voucher system discussed in the COO business plan and brings up several questions about how it will work. It is important to note that these vouchers will only be for youth programs (done in partnership with DCYF) and are symbolic value for city funded services, not cash transfer. The idea of the vouchers is to both inform residents of the value of the services available to them and empower them to make choices about what services to use. We will track service uptake in order to continue to refine the number of providers and slots allocated to this program.

A clarification to table 5.4: The Opportunity Centers in Hunters View, Hunters Point and Sunnydale all officially opened March 2007. Initially we were co-located with the Hunters Point Youth Park for Hunters View but due to resident requests and to facilitate the HopeSF process we opened the current center in March of 2008.

The report states that our current staff do not have regular meetings to share information across sites for staff doing similar work. However, our site coordinators from all sites meet weekly, our housing coaches meet every 2-3 weeks as do our truancy coaches. While these meetings are not formally documented, they do give our staff a chance to share information and learn from

each others experiences. We do believe that more formal mechanisms of sharing will be valuable and the staff are completing standardized forms (beyond the property plans that were already standardized across sites) for this purpose. However, sharing information about a specific family across staff will be on an as agreed basis with the family to preserve their privacy. Many members of our community have relationships with one of more staff and therefore may be more comfortable discussing their needs with a specific staff member and not having that information shared. Thus, we will share aggregate information both within a site and across sites but will only share family specific information as needed and approved by the family.

Finally, we agree that to date the primary channel of resident feedback to City departments has been through the Director of COO. We will be using the standardized forms mentioned above to provide aggregate data and qualitative feedback to our partner departments at Steering Committee meetings. As discussed below in answer to recommendation 5.3 and 5.4 this information will be shared both to departments and at Community Voices meetings to ensure broad communication occurs. COO will also report back to residents on how the information was used and what changes to expect over what timeframe. As we learn more our communication mechanisms will continue to be refined.

Response to Analysts Recommendations

The Director of Communities of Opportunity should:

- 5.1 *Ensure that the quarterly Community Voice meetings are documented and that a senior Communities of Opportunity staff member attends.*

Agreed. Task is underway.

We are scheduling our Community Voice meeting for November and will have a senior staff member at this and all future CV meetings.

- 5.2 *Work with the San Francisco Housing Authority to reactivate the tenants association by creating a plan with (a) guidelines to reactive a tenants association within a specific community, (b) the participants and their roles, and (c) a timeline with specific outcomes.*

Disagreed. Responsibility of SFHA

While we agree with the substance of the recommendation, this is a responsibility that lies clearly with the SF Housing Authority. COO will provide input and support as requested but tenant associations are a formal mechanism of Housing Authorities nationwide.

- 5.3 *Create a set of guidelines to standardize how community input is documented from (a) site coordinators discussions, (b) peer coach discussions, (c) Community Voices meetings and (d) resident or tenants associations*

Agreed. Task is underway.

Our Site Coordinators, Senior Housing and Truancy Coaches have created standardized needs assessment forms through the prosperity plans and now are finalizing consistent activity and outcome measures. Each of these groups will also take official notes at their respective meetings. COO will take minutes at the Community Voices meetings and track input using expanded versions of the standardized forms developed for the sites; SFHA will be responsible for documenting tenant association meetings.

- 5.4 *Create a set of guidelines to determine (a) how City departments will formal receive input, (b) how City departments work with the nodes to make possible changes, (c) how the changes are documented, and (d) how the changes are communicated to the residents*

Agreed. Task is underway.

Once documented using the approach above, COO will report feedback to the Steering Committee along with recommendations for action. We will then document decisions to create changes and report back at the quarterly Community Voice meetings. In addition, specific COO staff will be updated immediately following any Steering Committee meeting so they can provide feedback to the community on a more frequent basis.

- 5.5 *Create a feedback method/plan to let the residents know how the City departments are using the community input*

Agreed. Task is underway.

As described above, feedback on how resident input was used will be provided at the quarterly meetings and information specific to housing, truancy, and jobs will be given to COO peer coaches to disseminate through their living room meetings and outreach.

- 5.6 *Create measurable monthly goals for both delivering information and gathering feedback for each Communities of Opportunity community staff person responsible for interacting with the community.*

Agreed. Task is underway.

Each COO staff member has been given specific targets for outreach which will be documented and provided as feedback in Community Voice meetings. COO was not able to set targets initially until we could gauge what was reasonable given our experience and new strategy.

- 5.7 *Create standardized report templates for each Communities of Opportunity staff person.*

Agreed. Task is underway.

As described in 5.3 each group of COO staff have come together to create standardized forms that will be used across the four developments to ensure consistent tracking and information sharing.

- 5.8 *Require reports be circulated to community staff working in the same node and community staff performing the same function in different nodes.*

Agreed. Task is underway.

Reports of aggregate numbers and results will be shared among staff at their regular staff meetings. It is important to note that details about a specific family cannot be shared without the family's consent. Often we have families who are more willing to speak with one staff member based on personal relationships and COO must respect that confidentiality.

Summary of Agreement/Disagreement with Recommendations

Section	Agree	Disagree	Lead Department	Actions Underway
1. City oversight of Communities of Opportunity				
1.1 Steering Committee and Advisory Board	X		COO	The steering committee is being finalized and the advisory committee has been created
1.2 Interagency Council	X		Mayor's Office, MOCI	The Mayor's Office and MOCI have convened a series of meetings to define the scope, goals and membership of the IAC
2. Responsibility of City Departments in Implementation				
2.1 Process for follow through	X		COO	MOUs are being developed for participation in case management, similar agreements will be created for each on-ramp program.
2.2 Relationship of programs to COO goals and HopeSF	X		Mayor's Office, MOCI	This is included in the work of the Interagency Council
2.3 Status of Coordinated case management	X		HSA, COO	Coordinated case management is being lead by Family Justice through a contract with HSA. COO will provide support to create the documentation of progress requested in the audit recommendation
2.4 Status of On-Ramp programs	X		Partner Departments, COO	Each on-ramp has department partners who will be responsible for implementation. COO will provide support to create the documentation of progress requested in the audit recommendation
3. Data sharing among city departments				
3.1 Define role in data sharing	X		COO	COO is sponsoring a data summit to understand and leverage various existing data sharing efforts. Building from this we will establish our role in implementing shared data as appropriate.
3.2 Work plan for data sharing	X		COO, Family Justice	COO is convening a data summit in late October to determine what existing efforts can be leveraged and to scope out additional data sharing requirements
3.3 MOU for case	X		COO, City Attorney	MOU for participation in coordinated case management process is being

management and data sharing				drafted by consultants. When data sharing requirements are finalized an MOU will be created.
3.4 Budget	X		COO	When data sharing requirements are finalized, budget for IT resources and staff will be created and shared with the Board
4. Communities of Opportunity Performance Management				
4.1 Establish a single set of foals		X	COO	The work of COO is too complex to have a single set of goals that encompass everything. Instead, we will work to better show the relationship between the goals we have created, being explicit about what we can measure and what we need to find alternative measurements for.
4.2 Refine End Goal Matrix	X		COO	This matrix was created to ensure accountability for the activities we undertake and to define the relationship between those activities and our goals. We view it as a living document and will continue to refine and expand the measures included as we expand our work with partner departments and the community
4.3 Department involvement and benchmarking	X		COO	Department measures will be part of the end goal matrix and included with each on-ramp program. While COO is unique in the country we will work to benchmark key elements against other initiatives nationwide.
5. Community Communications				
5.1 Quarterly Community Voice meetings	X		COO	First of the new Quarterly Voice meetings are planned for November and will be documented
5.2 Reactivate tenants associations		X	SFHA	COO agrees with the substance of the recommendation but believes this is the responsibility of the Housing Authority
5.3 Standardize community input	X		COO	Standardized forms for COO staff have been created. Those will be expanded for use in Community Voice meetings. The Housing Authority will be responsible for feedback from tenant association meetings
5.4 Guidelines for providing community input	X		COO	Once documented using the approach above, COO will report feedback to the Steering Committee

to departments				along with recommendations for action. We will then document decisions to create changes and report back at Community Voice meetings
5.5 Feedback to residents on progress	X		COO	See response above
5.6 Measurable goals for delivering information	X		COO	Each COO staff member has been given specific targets for outreach which will be documented and provided as feedback in Community Voice meetings
5.7 Standardized reports	X		COO	Standardized reports have recently been completed
5.8 Sharing reports among staff	X		COO	Reports will be circulated amongst staff at regular staff meetings

Policy Change Elements			
Eliminate barriers to getting on and climbing the job ladder	<ul style="list-style-type: none"> Individuals have the skills they need to gain entry-level positions The incentive system is aligned to help move up the ladder Youth are placed in quality summer and ongoing jobs Workers obtain living wage jobs 	<ul style="list-style-type: none"> 300 people remove barriers New incentive system is designed & launched 200 people enroll in system 300 youth placed in jobs 50 people are "matched" with priority, living-wage jobs for redevelopment and begin appropriate job training activities 	<ul style="list-style-type: none"> 150 enrolled in phase one assessment RAMP program under development with MOEWD and HSA Goodwill has been identified as provider 50 youth matched with summer jobs through MYEEP 15 youth matched with employment through the JPD call-in pilot
Help people living in the Bayview stay in the Bayview	<ul style="list-style-type: none"> Families living in public housing are in good standing Families living in and around our nodes accumulate assets to participate in homeownership 	<ul style="list-style-type: none"> 200 families who currently owe back rent get resources and payment plans to get into good standing 85 families are enrolled in asset building programs to save for homeownership 	<ul style="list-style-type: none"> 46 Families at Hunters View have enrolled in plans, roll-out to other sites planned for fall HopeSF specific IDA program under development
Ensure kids go to school, stay in school, and have meaningful after-school activities	<ul style="list-style-type: none"> Kids attend safe, enriching afterschool programs Students re-engage with school and obtain GEDs 	<ul style="list-style-type: none"> 600 kids from our nodes are enrolled in afterschool programming Gateway to College partnership is established and program launched 	<ul style="list-style-type: none"> Voucher and transportation system being developed with DCYF for Fall '08 launch GtC application being finalized with City College and SFUSD, selection will be announced in late summer
Systems Change Elements			
Provide coordinated case management	<ul style="list-style-type: none"> Develop unified case plans for families in multiple systems Streamline points of contact Incorporate family and community supports 	<ul style="list-style-type: none"> Train 40 case workers and community members in new model Enroll 130 families in new program 	<ul style="list-style-type: none"> 28 line staff through senior managers from 6 agencies have come together to begin the planning process
Share relevant data across city agencies	<ul style="list-style-type: none"> Data required for coordinated case management is available Outcomes for a family can be tracked across city agencies & CBOs Services standards are improved and enforces 	<ul style="list-style-type: none"> Informed consent documents are complete Data system for coordinated case management in place Task force created to work on broader data integration 	<ul style="list-style-type: none"> Informed consent document drafted but will need to be revised to match SF CAN DO needs CAN DO system begun, integrating Family Justice and COO system as starting point Task force to be convened in August
Create multi-services centers that address different populations' needs	<ul style="list-style-type: none"> Community hubs offering a range of services on site and connecting residents to broader services elsewhere are available for different cross-sections of the community 	<ul style="list-style-type: none"> Cross-agency team created to evaluate roles and effectiveness of current multi-service centers Proposal for re-composition, budget alignment, and service map created 	<ul style="list-style-type: none"> Cross-agency team has been convened in conjunction with Transitional Age Youth program Proposal under development by team

Community Change Elements			
Housing Stability	<ul style="list-style-type: none"> Residents understand the redevelopment and HopeSF processes 	<ul style="list-style-type: none"> Increased attendance at redevelopment meetings 	<ul style="list-style-type: none"> 723 public housing units and 208 surrounding homes reached and provided information on HopeSF and shipyard redevelopment
Family Stability	<ul style="list-style-type: none"> Kids attend school regularly Families have a medical home and access to health care 	<ul style="list-style-type: none"> 100 chronic truants re-engage in school 750 families enroll in Healthy SF 	<ul style="list-style-type: none"> 175 kids engaged by truancy workers of which approximately 40-50 were chronically truant. All students have shown improvement in school attendance and all are back in school, including 11 cases that had been out for over 4 months 608 patients at Southeast Health Center have enrolled in Healthy San Francisco
Financial Stability	<ul style="list-style-type: none"> Household create and understand their budgets 	<ul style="list-style-type: none"> 300 (75%) of employed families take advantage of Working Families Credit 100 (25%) get new bank accounts with Bank on SF 	<ul style="list-style-type: none"> 3,260 families in 94124 and 94134 enrolled in WFC. 62% of eligible families in Bayview enroll in WFC 510 families from 94124 enrolled in Bank on SF Specific tracking of COO residents will be done in conjunction with the new Single Stop coordinator who will be directly responsible for assisting with enrollments in both programs
Community Stability	<ul style="list-style-type: none"> Social networks are rebuilt in our communities Increased civic participation 	<ul style="list-style-type: none"> 1 community event planned by residents each quarter 400 families in covenant clubs 	<ul style="list-style-type: none"> Across all developments: <ul style="list-style-type: none"> 350 attend Easter celebration 600 attend Summer Unity events 380 attend Christmas celebration 490 attend Thanksgiving dinners