



LEGISLATIVE ANALYSIS

TO: HONORABLE MEMBERS OF THE BOARD OF SUPERVISORS

FROM: Carol Roos, Sr. Legislative Analyst

DATE: September 17, 1999

SUBJECT: **EMPLOYMENT OPPORTUNITIES FOR WORKFARE WORKERS UNDER
THE CITY'S CIVIL SERVICE SYSTEM**

SUMMARY OF REQUESTED ACTION

The Board of Supervisors requested that the Office of the Legislative Analyst (OLA) conduct an analysis and make recommendations as to how the City's Civil Service system could be revised to enable Departments to provide permanent employment opportunities for Workfare workers.

EXECUTIVE SUMMARY

San Francisco has instituted transition programs from Workfare to placement in permanent Civil Service positions, under existing conditions. Training by Departments contracting through CBO's, and use of trainee classifications have been utilized for persons formerly on General Assistance, including Workfare. The extent of such programs is dependent on the number of positions budgeted, and their pay levels, which factors, in turn, also determine the costs of the programs. In light of the above, revisions to the Civil Service system, which would be cumbersome, are not necessary to implement transition programs.

ISSUES

The overall policy issue is whether barriers exist in current practice that hinder the transition of participants from Workfare into permanent Civil Service jobs, and how to improve this transition. Specific issues include how experience is acquired and applied toward permanent positions and minimum qualifications for certain classifications; whether rotation of Workfare assignments helps or hinders participants in finding permanent jobs; tracking Workfare experience and other relevant data collection in order to better implement and evaluate Welfare-to-Work programs; labor issues such as use of non civil service workers to do tasks done by City employees; and issues related to preference for Workfare participants, compared to other workers.

OPTIONS

The following options would better enable Workfare workers to become permanent City employees.

- Continue to coordinate the Workfare-to-Work process among interested parties including Workfare participants, advocates, labor, Departments of Human Services and Civil Service, Human Resources and other City Departments which all serve the Workfare population, in order to share information, expand programs, and facilitate the Workfare-to-Work process in relation to City jobs.
- Computerize DHS data tracking, including tracking of Workfare participants' experience earned, length of service and other relevant employment information for use in moving recipients into trainee programs and permanent employment, monitoring placement rates, and providing other pertinent information to improve overall record keeping and the ability to determine program results.
- Expand use of trainee/ intern, transitional job classes, which provide a link between Workfare assignments and permanent City employment, making recipients more competitive for City jobs, as well as non-City jobs. Increase the number and type of participating Departments to transition Workfare participants into training programs and/or trainee classifications. The City could conduct an evaluation to identify additional Departments.
- Increase the number and type of trainee classifications. For example, expand use of clerk and/or clerk typist classes, as done in Santa Clara County, planned for Alameda County, and started at DHS. Such a program appears to warrant further application in San Francisco. It would provide a broad training area, in addition to current programs. And, Civil Service tests continuously for such positions, demonstrating ongoing demand in the City for people with clerk or clerk-typist skills to fill permanent positions.
- Use existing preference credits such as Veterans credits, or establish additional credits for Workfare participants in the qualification and examination processes for permanent Civil Service positions. City Attorney staff has indicated that the additional preference credits option may be subject to challenge under Federal Equal Protection statutes.

All options require allocation of funds and resources. Funding would need to be obtained through the City budget process from the General Fund or other sources; from Federal; and/or State funding sources or mechanisms augmented by non-profit funding sources. With the exception of new preference credits, the options could probably be implemented without changes to the Civil Service system, that is, within existing systems, regulations, and City Departments.

ANALYSIS

BACKGROUND

Welfare reform has challenged DHS and other local agencies to redefine their mission and function, from primarily enforcers of regulations and processors of public aid, to agents of change and brokers of employment and training resources. The City and County of San Francisco has responded by adapting its programs to welfare reform and creating new programs.

City Programs

There are currently about 860 Workfare recipients in the City of which about 500 perform assignments for City agencies and about 360 perform Alternative work assignments for Community Based Organizations (CBO's). Workfare, according to DHS staff, is the performance of community service in exchange for County cash assistance of \$364/month for PAES participants or \$294/mo for GA recipients, and provides transitional work experience for all employment sectors, public and private, not only entry experience for City jobs. DHS, in conjunction with a number of City Departments, has other programs in place, or in development, designed to enable welfare recipients to transition to public and/or private sector employment. These include the Personal Assisted Employment Services Program (PAES), and training programs in partnership with Community Based Organizations (CBO's), or use of City trainee classes; for example, such programs are in operation at the Public Works and Recreation and Park departments. Under its County Adult Assistance Programs (CAAP), DHS administers the PAES program and General Assistance (GA); both are for adults who can work.

Workfare, for the purpose of this analysis refers to both Work Assignment in the PAES program and Workfare in the General Assistance program. PAES participants do not generally perform Work Assignments for more than three months.

Advocates have identified barriers to permanent City and County employment. According to POWER (People Organized to Win Employment Rights), the primary barrier is that Workfare experience is considered by the City as insufficient to qualify a person for permanent civil service employment in classifications most analogous to Workfare positions. In its October 1998 Civil Service report, Department of Human Resources (DHR) staff notes that Workfare participants will have difficulty meeting minimum requirements with Workfare experience alone, in breadth of experience and minimum length of experience. Rotation (rotation to different types of assignments and worksites after a certain period of time) in Workfare assignments has also been criticized by advocates as not providing the type of experience necessary to qualify for City and County positions because the short duration of each assignment does not allow accrual of necessary length of service to qualify for minimum qualifications; nor does rotation reinforce stability in the Workfare client. Advocates assert that employment in Workfare is equivalent to work in certain CCSF job classifications (assessed in the

October 1998 report discussed below), and should qualify those doing the work for permanent employment in those classes.

Department of Human Resources Study

As described in the October 1998 Civil Service report, DHR conducted a study of Workfare duties to determine if the assignments provided the experience required to qualify for four classes cited by POWER (2736 Porter, 7514 General Laborer, 9102 Transit Car Cleaner and 2760 Laundry Worker). The study did not consider issues outside the jurisdiction of the DHR or Civil Service Commission (CSC) such as program design or policy issues, including rotation of assignments, or assignments in agencies outside the authority of the CSC, such as at the Housing Authority. Individuals' qualifications and possession of critical knowledge, abilities or skills which may have been gained outside their Workfare assignment were not considered in the analysis although, as noted below, such experience would be considered by DHR in relation to minimum job qualifications. DHR evaluated experience in Workfare assignments at MUNI, SFGH, Recreation and Park and DPW. A sample of the total Workfare workforce, as well as supervisors and managers, was surveyed through on-site interviews and observation at worksites throughout the City. Workers with experience ranging from one day to nine years (at a rate of about 13 hours/week) were interviewed. The average length of Workfare experience of those was 2.4 years (at a rate of 13 hours/week). Initial study results were augmented by additional surveys of workers and managers in response to claims by POWER that the original sample size was not representative of the total workforce and did not identify typical tasks assigned. The October 1998 DHR survey found that Workfare recipients performed some qualifying tasks, but not the full range of tasks meeting the minimum qualifications for the subject classes except for 9102 Transit Car Cleaner for which Workfare experience alone was considered equivalent to minimum qualifying experience.

CURRENT LAW and/or PRACTICE

Workfare in San Francisco derives from the state Welfare and Institutions Code, Section 17000, which requires that every county provide emergency relief for its indigent residents who have no other means of support. According to Article VII of the San Francisco Administrative Code, employable applicants and/or recipients shall perform such volunteer or other work assignments as are made available by the Department of Human Services (Article VII, General Assistance Program, Section 20.58.2(b)(7)). This section, which authorizes DHS to create work assignments, is the basis for Workfare. Article IX, Personal Assisted Employment Services (PAES) references the written Participant Agreement which outlines the first phase of PAES activities with which the participant must comply. Such activities may include "supported work experience." (Article IX, Section 20.77.1(a)(1)).

EMPLOYMENT WITH THE CITY AND COUNTY

Civil Service System

San Francisco Civil Service is an open, merit system including open recruitment (pursuant to Section 10.100 of the Charter which provides authorization for the Civil Service system). Job opportunities are widely advertised, open to all and highly competitive. Civil Service staff stress the underlying principle of the open system which does not give preference to any group or protected class, although all are encouraged to apply.

Advancement to interview/exam and selection depends on meeting minimum qualifications, but is not based solely on that criterion. Hiring agencies do not always hire at the minimum level, a candidate meeting minimum qualifications is not guaranteed an interview, and respondents to job announcements routinely exceed minimum qualifications, according to DHR. Desirable skills and abilities and experience, however, may include relevant experience in San Francisco or another large metropolitan area. Job classifications and announcements are developed according to standards for the particular profession, Civil Service rules and procedures which include assessment of the job, development of minimum qualifications including desirable knowledge, skills and abilities and other criteria as necessary. The job announcement, certification and selection process are developed according to these prescribed procedures.

There are three types of employment: Provisional; Permanent Civil Service; and Exempt. A permanent position is defined by Civil Service rules as an appointment made as a result of a certification from an eligible list to a permanent position or to a position declared permanent. An examination announcement for a specific classification is issued. The announcement includes information about the minimum qualifications required, the testing process to be used, and the certification rule to be used to certify eligibles for the positions.

Departments may utilize training programs outside Civil Service, and/or Civil Service trainee classifications which are provisional (or temporary-exempt) appointments, usually limited as to duration. Work counts toward qualifying experience and increases competitiveness for permanent positions. Departments using Workfare programs include Recreation and Park, Public Works, the Municipal Railway, and San Francisco General Hospital. The Recreation and Park Department, Department of Public Works, and Department of Human Resources also use post-Workfare training/trainee programs. Recreation and Park, DPW and DHS staff generally report that at the end of the trainee period, the worker is a competitive candidate for associated permanent Civil Service classifications.

FY 1999-2000 Budget

The City's FY1999-2000 budget includes enhanced funding of approximately \$2.75 million for Welfare-to-Work, including about \$2.2 million for DHS job training and employment counseling, expansion of Welfare-to-Work program/training at MUNI (\$200,000), and 18 positions for the Recreation and Park Department to staff its Welfare-to-Work park maintenance program (\$345,000).

Trainee Positions

Currently, the Departments of Recreation and Park, Public Works, Public Health, and Human Services may use workers previously on General Assistance, including Workfare, in their trainee programs.

Recreation and Park Department Program

The Recreation and Park Department has used the 9910 Public Service Trainee class since FY1996-97. The 9910 program is currently a four-month program the mission of which is to address deferred maintenance projects within the park system. For FY 1998-99, the Recreation and Park Department budget includes twelve (12) 9910 Public Service Training positions, at \$9/hour, a total cost of \$200, 448. Participants work a maximum four months and there are twelve participants at any one time. Through the 9910 Public Service

Training program, the Department trains General Assistance (GA recipients) in maintaining parks, squares and other facilities for the Department.

According to Recreation and Park Department staff, about 60 percent of Public Service trainees are selected from the DHS Workfare program. The other 40 percent are selected from CBO's in San Francisco. After participants are selected for the 9910 program, the Recreation and Park Department facilitates a series of workshops for developing relevant workplace skills including punctuality, attendance, appropriate dress, and attention to workplace rules. Participants are encouraged to discuss savings accounts and financial issues, with local banks. (During the three-month period of transition from GA to salary from the City, Income Disregard provisions are in effect, allowing recipients to earn salary and retain GA assistance.) Once the participant has completed the 9910 trainee period he/she is in a more competitive position for associated permanent Civil Service classifications, as well as private sector jobs. However, completion of the training program must be coordinated with the Civil Service exam process.

During the FY1999-00 budget process, the Department has requested six new positions for \$137,808, for total funding of \$345,000 for eighteen (18) Public Service Training positions. For FY2000-01, the Recreation and Park Department plans to propose an increase in level of funding for this program. The Department plans to upgrade five (5), 9910 positions to 7501 Environmental Service Worker positions. The 7501 classification would allow the Department to provide higher level training, for a two-year period, to 9910 trainees who demonstrate aptitude in gardening and custodial services, toward qualification for permanent 3417 Gardener and 2708 Custodian positions.

Department of Public Works Program

The Department of Public Works has operated two programs, 1) a non Civil Service Sidewalk Cleaner position, part of the City anti-litter effort, contracted through a CBO, San Francisco League of Urban Gardeners (SLUG), using PAES participants and GA recipients, and 2) class 7501 Environmental Service Worker, a Civil Service trainee program directed at the 7514 General Laborer permanent classification.

The non-Civil Service program is a four-year funded program jointly developed by the Department of Human Services and the Department of Public Works. In conjunction with the San Francisco League of Urban Gardeners (SLUG), and screening with subcontractor Young Community Developers, a pool of 400 candidates on PAES and GA was selected, and yielded 44 participants. The cost of this program according to DPW personnel was about \$1,023,829/year for 44 positions, at an average cost of about \$31,000/year per supervisor and \$22,000 per worker (both include overhead and fringes).

Under the Civil Service program, the 7501 Street Environmental Service Worker trainee class was used. Referrals currently come from CBO's including Chinese for Affirmative Action, Ella Hill Hutch Community Center, Young Community Developers, and Mission Hiring Hall. After two years in the program, participants can test more competitively for the 7514, General Laborer classification because they have developed relevant job skills. To date, two (2) individuals are known to have been hired as permanent employees. The DPW program is reaching the one-year point, so it is too early for many trainees to have transitioned to permanent employment. Precise data about how many Workfare participants have been hired as permanent employees before this program is not available from the Department. Such information is not collected or recorded; that is, Departments do not ask applicants for City jobs whether they have been on

welfare as part of the hiring process. As discussed below, DHS does collect such data as part of its implementation of welfare programs including Workfare.

Department of Human Services Program

The Department of Human Services also operates a trainee program that includes persons formerly on Workfare. DHS has budgeted 36 positions for CalWORKS and CAAP clients as 9910/9912 Public Service Aides. The trainees learn typing, filing, receptionist and data entry skills, supporting DHS payroll and CalWORKS functions. In the DHS program, clients work 32 hours per week and perform job search or other training activities during the balance of their time. The program is limited to eight (8) months. DHS is working with City College of San Francisco to increase the number of job opportunities and strengthen the training component of the program. DHS also runs a Community Jobs Initiative (CJI) program, a two-year pilot program that will serve up to 200 CalWORKS clients. CJI increases employability through paid work experience in a non-threatening, closely supervised setting. DHS is exploring implementing a similar model for PAES clients.

While duties are varied, most are clerical in nature. Since April 1998, 64 CalWORKS, PAES and GA clients have been hired as Public Service Trainees at DHS. Of the 64, thirty (30) people, or 47 percent, are currently still working at DHS, in 9910/12 positions. Twenty (20), or 31 percent, left to take jobs in the private, non-profit or unknown sector, three (3), or five percent, left the trainee positions to take civil service jobs in DHS, nine (9) people, or 14 percent, resigned (for example, moved, due to pregnancy, or attending school, or other). Two (2) people, or three percent, had unknown outcomes. This program, for CalWORKS and CAAP clients, could be implemented for Workfare clients as well.

Other City Departments

MUNI and *SFGH* also use Workfare participants at worksites. However, they do not use trainee programs to the same extent; and *SFGH*, especially has cut back its participation in Workfare programs. As noted above, of the four classifications identified by POWER, DHR found that only Workfare duties alone at *MUNI* were equivalent to experience required for the Transit Car Cleaner classification.

OTHER JURISDICTIONS

Santa Clara County operates a program which transitions participants from welfare to permanent County positions. Alameda County is developing a similar program. Both counties' programs focus on clerical training for permanent clerk/ clerk typist types of classifications.

Santa Clara County has implemented the Social Services Agency Unclassified to Classified Clerk Typist project. The Social Services Agency (SSA) has the ability to continuously staff up to 25 Clerk Typist positions at the Unclassified status. These positions must be filled from eligible Job Training Partnership Act (JTPA)/Greater Avenues to Independence (GAIN)/ California Work Opportunities and Responsibilities to Kids (CALWORKS) program participants.

This project employs people who are currently clients of a Santa Clara County Job Training Program in an unclassified code and, when they receive a successful employment rating by their supervisor, transitions them into classified service. Thus, the individual is no longer a program client, but becomes a staff member of the Santa Clara County work force. The transition from unclassified to classified status occurs when the employee is recommended for transfer by his/her supervisor through the Unclassified Clerk Typist - Rating Form. A written examination is given after the employee is initially hired and the results are used to assess training needs; results are not used for qualification purposes. This program, begun in the 1980's, predates Welfare reform. Santa Clara County has a process whereby the Board of Supervisors may approve such hires of welfare workers without changing civil service procedures.

Alameda County is initiating a similar program based on the Santa Clara model. The program, currently in the concept phase, would be a collaboration of the Service Employees International Union (SEIU), Local 616, Laney and Chabot Community Colleges, Alameda County Human Resources Service (HRS) and Social Services Agency (SSA). The purpose of the program is to train, support and place motivated CalWORKS recipients with limited marketable skills in provisional Clerk I positions with the goal to transition these participants into permanent Clerk II positions.

In San Francisco, DHS now teaches clerical and data entry skills to 30 CalWORKS and CAAP clients.

POLICY ANALYSIS/ISSUES ANALYSIS

Application of Workfare Experience Toward Qualification for City Jobs

Issues discussed in this section relate to what extent tasks performed under the Workfare program in the City count toward permanent jobs with the City and County.

Regarding the issue of whether Workfare experience is equivalent to minimum qualifications for permanent positions, DHR in its October 1998 survey concluded that Workfare workers' experience cleaning buses should be considered qualifying for 9102 Transit Car Cleaner. Workfare experience was not found to be equivalent to minimum qualifications for the other subject classifications. However, DHR noted that to the extent that workers meet the minimum qualifications through other means, they would be eligible to participate in CSC exams, and recommended that any other experience gained through Welfare-to-Work programs be considered as qualifying on a case by case basis as demonstrated through a job analysis. DHR staff have indicated that they consider all relevant experience, paid and unpaid.

In the Department of Public Works, Bureau of Street Environmental Services, Workfare experience is allowed as qualifying experience for the 7514 General Laborer classification. Workfare does not count as qualifying experience for laborer positions in other DPW bureaus and City departments where construction-related experience is required. Trainee positions can provide a link for the transition. For example, Workfare advocate groups have referred to class 7501 as a model consistent with their goals.

Precise data on the number of former Workfare participants who have transitioned to permanent City jobs is not available for a number of reasons. Hiring Departments, as noted, do not query employees about prior welfare history, and some programs are too new to have yielded results yet. DHS does not know how many clients

have made the transition to City jobs. According to DHS staff, the Department does not have a mechanism to do the tracking. When participants leave the program, they may do so for a number of reasons. Some do not turn in their income information, or whether they got a job, or what kind of job. There is no requirement to report subsequent employment, and some persons do not want to stay in contact with DHS, once they have left welfare. As discussed below, data tracking could be improved in some degree. And, it would be technically feasible to obtain exact data as to successful transitions to City employment. However, obtaining inclusive information would be labor intensive because, for example, some clients are homeless, or do not have phones. As noted above, some persons have made the transition to date, and more are expected to do so in the future.

Rotation

The issue is whether rotation is a help or hindrance in aiding Workfare participants in their efforts to obtain City jobs.

A Workfare assignment rotation policy has not been adopted according to DHS staff; such a policy may be adopted in the future. Approximately 240 of the 860 total of active Workfare participants (at both City sites and CBO sites) are currently on GA and could be subject to rotation *if* these individuals were to remain on GA more than six months. The number would, in fact, be lower because of the number of individuals who leave the program in less than six months (some of whom move on to PAES; some move on to employment; others move out of the County, and so on). There are about 5,500 participants currently in the PAES program and 1,100 in GA. The rationale for a rotation policy is that varied experience is useful and helps job seekers at the end of Workfare, given that the charge of DHS is to move people from welfare to jobs throughout the workforce, and is not limited to placing them in permanent Civil Service jobs. (San Francisco Administrative Code, and the San Francisco Plan for Implementing the PAES Plan; June 18, 1998, which stipulate “employment” without qualifiers.) DHS has indicated a willingness to consider rotation on a case-by-case basis, including extension of work assignments. Advocates for Workfare participants are currently focusing their advocacy at the City level toward permanent City jobs, while working separately on private sector job placement.

Civil Service Barriers to Transition Workfare to City Jobs

There is a perception primarily in the advocate community that current Civil Service employment system erects barriers to a transition from Welfare-to-Work, specifically to permanent positions with the City and County.

As described above, City Departments including DHS, DPW, MUNI, Recreation and Park, and SFGH have implemented, or are now implementing Workfare-to-Work programs, as described above. These programs generally are of two types. They may include post-Workfare non-Civil Service work in programs with joint department and CBO (through contract with the Department) participation. Or, they may include City trainee positions, provisional Civil Service classifications. Both provide a link between Workfare and permanent Civil Service jobs by preparing participants to be competitive for permanent positions within the public and private sectors. Workfare alone does not provide this link.

While data is limited, some programs are new, and Departments do not ask job applicants whether they have been on welfare or record such information, Workfare clients, and CalWORKS participants before they have obtained City jobs. From limited available data, it is known that two persons have been hired at DPW, and three at DHS under CalWORKS; 20 CalWORKS participants were hired in the private sector.

Tracking Workfare Experience

According to DHS staff, the Workfare program includes a monthly evaluation from the worksite supervisor, which evaluation goes to the personnel office of the participating Department. Workfare record keeping includes maintaining evaluations and references, and weekly time reporting. Evaluation includes a one-sheet form with categories such as the following: attendance and punctuality; quality of work; demonstrated ability to learn new skills; ability to get along with others; use of materials and equipment; safety; and overall evaluation. These are checked off as Good, Acceptable, Needs Improvement. Thus, worksite assignment, length of service, and basic evaluation records are maintained. Methods of data tracking could be improved. Record keeping is currently done manually, and DHS staff have indicated they are looking at ways to keep better track of people in its trainee program. Computerizing the data would improve records maintenance, and the ability to better serve current and future participants, including improved tracking of applicants from Workfare-to-Work, tracking of other components of the system, and evaluating program results.

Labor Issues

Programs using other than City workers to perform City jobs tasks (bargain unit work performed by non bargaining unit workers) including temporary work, are generally opposed by labor. Existing trainee and CB programs at the Recreation and Park Department and Department of Public Works, described above, have generally avoided labor conflicts and proceeded with union cooperation. Potential conflict is possible, but has been avoided in these cases. Continued union participation in the process including, for example, in mentor and apprenticeship programs would contribute to facilitate the transition from Workfare-to-Work in City jobs. Such programs could augment trainee/training programs, which are usually of limited duration, thus extending the participants' length of experience toward qualification for permanent jobs.

Preference Credits

DHS assists a variety of people and client groups in the City and County. The Department has created a workforce development structure in San Francisco that attempts to address the needs of all low-income persons, including welfare recipients.

Qualifying Workfare participants may be eligible for Veterans credits in applying for permanent City jobs, under existing Civil Service rules. Establishment of additional preference credits based on other criteria such as Workfare participation would require Charter amendment and associated processes and could be subject to challenge on equal protection grounds, according to City Attorney staff. Such additional preference points would exclude other groups, and are counter to the open merit San Francisco Civil Service system.

OPTIONS and/or RECOMMENDATIONS

- The following options would better enable Workfare workers to become permanent City employees.

- Continue to coordinate the Workfare-to-Work process among interested parties including Workfare participants, advocates, labor, Departments of Human Services and Civil Service, Human Resources and other City Departments which all serve the Workfare population, in order to share information and facilitate the Workfare-to-Work process in relation to City jobs.
- Computerize DHS data tracking, including tracking of Workfare participants' experience earned, length of service and other relevant employment information for use in moving recipients into trainee programs and permanent employment, monitoring placement rates, and providing other pertinent information to improve overall record keeping and the ability to determine program results.
- Expand use of trainee/ intern, transitional job classes, which provide a link between Workfare assignments and permanent City employment, making recipients more competitive for City jobs, as well as non-City jobs. Increase the number and type of participating Departments to transition Workfare participants into training programs and/or trainee classifications. The City could conduct an evaluation to identify additional Departments.
- Increase the number and type of trainee classifications. For example, expand use of clerk and/or clerk typist classes, as done in Santa Clara County, planned for Alameda County, and started at DHS. Such a program appears to warrant further testing in San Francisco. It would provide a broad training area, in addition to current programs. Civil Service tests continuously for such positions, demonstrating ongoing demand in the City for people with clerk or clerk-typist skills to fill permanent positions. In San Francisco, DHS now teaches clerical and data entry skills to about 30 CalWORKS and CAAP clients.
- Use existing preference credits such as Veterans credits, or establish additional credits for Workfare participants in the qualification and examination processes for permanent Civil Service positions. City Attorney staff has indicated, however, that the additional preference credits option may be subject to challenge under Federal Equal Protection statutes.

All options require allocation of funds and resources. Funding would need to be obtained through the City budget process from the General Fund or other sources; from Federal; and/or State funding sources or mechanisms augmented by non-profit funding sources. With the exception of new preference credits, the options could probably be implemented without changes to the Civil Service system, that is, within existing systems and regulations, and City Departments.