



SAN FRANCISCO

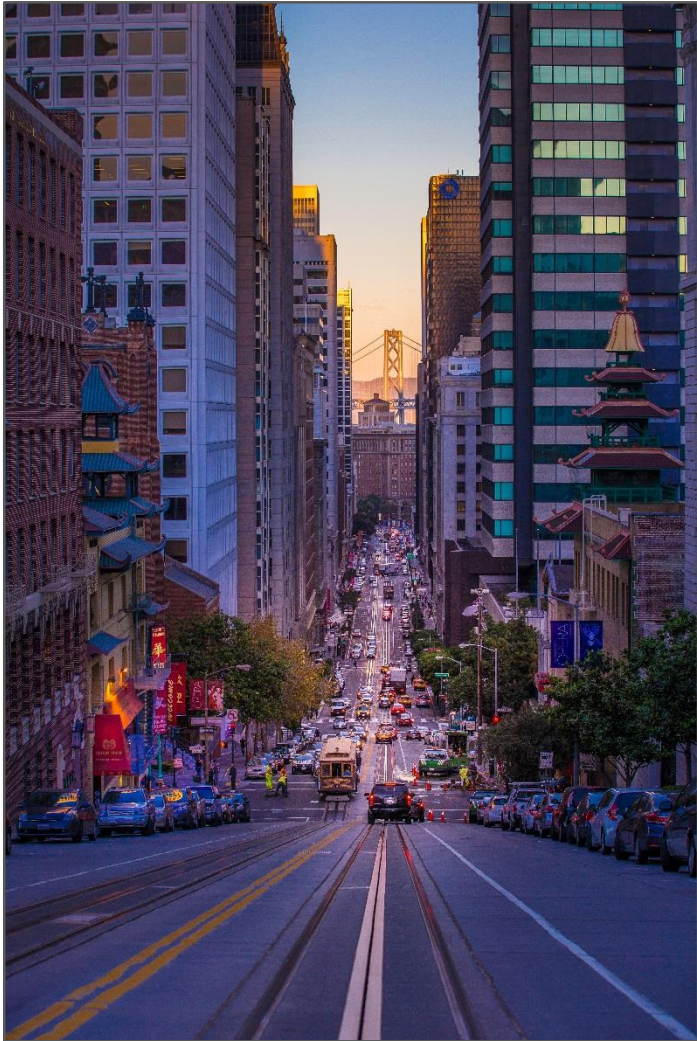
**CITYWIDE
WORKFORCE
DEVELOPMENT
PLAN**

DRAFT FOR COMMENT

2017 - 2022

CCWA

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LETTER FROM THE MAYOR



Dear Partners:

As directed by Chapter 30 of the San Francisco Administrative Code, our Workforce Community Advisory Committee (WCAC) serves in an advisory capacity to Workforce Investment San Francisco (WISF) and the Alignment Committee on workforce development system priorities, client needs and services.

We bring a valuable perspective to the City's strategic planning conversations regarding workforce development: that of trusted nonprofit partner and direct service provider with an intimate knowledge of local residents' barriers to employment. At a time when unemployment is at historic lows in the City, we have a unique insight into the challenges facing our residents who struggle to break free from the cycle of poverty.

At recent WCAC meetings, our members have discussed strategies needed for the continued improvement of the City's workforce development system. We helped shape the recommended strategies and action steps outlined in this Plan and find that they accurately reflect a system that requires a diverse set of tools and partnerships to appropriately serve constituents of different backgrounds, challenges and goals. To prepare our most vulnerable local residents – regardless of the economic, housing or other barriers in their path – to be 'job-ready' and resilient, all system stakeholders must have:

- Convenient access to tools, resources and services;
- Laddered, contextualized goals and objectives for client development;
- Coordinated service options that incentivize and maintain engagement, no matter how long it takes for client goals to be reached;
- Strategies and tools for measuring both short and long-term client success, including livable wages and job retention;
- Coordinated funding and reporting requirements to maximize system investments; and
- Strategies aligned with employer and sector demand to create real opportunities for residents, including:
 - A commitment from the City to prioritize the hiring of successful graduates from workforce development programs; and
 - A commitment from corporate and private businesses to partner with nonprofits to create successful pathways and workforce development programs.

Nonprofit service providers play a critical role in San Francisco's workforce development system. We look forward to strengthening our partnerships with the City and County of San Francisco to act on the recommendations outlined in this Plan.

In partnership,

Workforce Community Advisory Committee (WCAC) Members:

Anni Chung, Co-Chairperson, Self-Help for the Elderly
Debra Gore-Mann, SF Conservation Corps
Liz Jackson-Simpson, Success Center SF
Jon Osaki, JCYC

Shamann Walton, Co-Chairperson, YCD
Ken Reggio, Episcopal Community Services of SF
Villy Wang, BAYCAT

LETTER FROM THE WORKFORCE COMMUNITY ADVISORY COMMITTEE



In June 2014, the City and County of San Francisco established an Alignment Committee to coordinate workforce development services across City departments in order to increase their effectiveness. The Alignment Committee is chaired by the Mayor’s Deputy Chief of Staff Kate Howard and comprised of Board of Supervisors’ President London Breed and the Department Heads of the City’s five largest workforce development investing departments at the time of inception: the Human Services Agency of San Francisco (HSA); the Office of Economic and Workforce Development (OEWD); the Department of Children, Youth and Their Families (DCYF); the San Francisco Public Utilities Commission (PUC); and the Department of Public Works (“Public Works”). OEWD staffs and convenes the Alignment Committee. See Appendix A for a description of the workforce services provided by these five City departments.

As one of its core responsibilities, the Alignment Committee submits a Citywide Workforce Development Plan (“The Plan”) to WISF, the board that oversees San Francisco’s workforce development strategies and receives and manages the City’s federal workforce funding through the Workforce Innovation and Opportunity Act (WIOA). In addition to its fiduciary responsibilities, WISF is a forum where businesses, labor, education, government, community-based organizations and other stakeholders address the supply and demand challenges confronting the San Francisco workforce. The five-year Citywide Workforce Development Plan (“The Plan”) provides an assessment of the City’s anticipated workforce development needs and opportunities, and the recommended goals, strategies and funding needed to meet those challenges.

The Plan aligns with recommendations from the City’s Strategic Plan for Economic Development, which was last updated in early 2015, and the most recent Local Plan required under WIOA, which will be submitted to the State in March 2017. The Alignment Committee endeavors for the workforce development system to move in lock-step with the City’s economic development investments to ensure that new, stable and growing businesses have the talented and qualified workforce necessary to achieve their goals. In crafting the Plan, the Alignment Committee gained valuable insights and information from the seventeen (17) unique departments that provide investment into the City’s workforce development system; the Workforce Community Advisory Committee (comprised of nonprofit workforce development leaders and visionaries); industry leaders and human resources staff; Ted Egan, Chief Economist, the City’s Office of Economic Analysis; and additional data sources.

The Plan is organized into chapters devoted to its 5 system recommendations. The recommended goals, strategies and funding outlined in this document are practical steps for the City to implement over the next five years. Additional information and resources are available in the Appendices.

INTRODUCTION



Committee on City **Workforce Alignment**

Human Services Agency of San Francisco



EXECUTIVE SUMMARY

Five Recommendations for Improving Workforce Development System Performance

1. Contribute to breaking the cycle of poverty for San Francisco residents through targeted outreach and service delivery.
2. Develop a Workforce Transit Map to show how clients navigate the workforce development system.
3. Build data sharing infrastructure across City workforce development departments.
4. Actively use demand-side relationships and data to guide workforce development programming.
5. Continue to streamline procurement and contracting across City workforce development departments.



As mandated by Chapter 30 of the San Francisco Administrative Code, the Alignment Committee is required to submit to the Workforce Investment San Francisco (WISF) Board a Citywide Workforce Development Plan (“The Plan”). The five-year Plan provides an assessment of the City’s anticipated workforce development needs and opportunities, and the recommended goals, strategies and funding needed to meet those challenges. This vision for the City’s workforce development system is guided by numerous data sources, including the City Workforce Services Inventory (further described on page 7) and labor market information. This is the second Plan submitted to WISF; the first Plan was submitted in March 2015.

Economic, employment and demographic data tell us that San Francisco experienced a record-setting period of employment growth from 2010 to 2015, which has resulted in an unemployment rate of 3.2% as of January 2017 and approximately 18,000 local residents looking for work. These successes, however, must not overshadow the 79,000 residents of working age (18 to 64 years old) who are living in poverty. Of this population, roughly 45,000 are no longer looking for work. The workforce development system must continue to develop strategies to re-engage and provide opportunities for these residents.

Several indicators suggest an employment slowdown over the next five years, but certain opportunities will remain for jobseekers and employers alike. Current low unemployment suggests remaining jobseekers are more likely to be early-career, transitional-age youth (16-24 years old) or late-career older adults (55+); Black or African-American, Hispanic or Asian/Pacific Islander; and likely to face multiple barriers to employment due to challenges related to limited English proficiency, lack of consistent employment history, criminal justice involvement, and/or work authorization. The City’s investment in workforce development has remained steady over the last three years, as has the number of clients who completed workforce training or were placed in unsubsidized employment.

Based on the needs of remaining jobseekers, projected industry and occupational opportunities over the next five years, and structural considerations for the City’s workforce development system, the Alignment Committee has five (5) recommendations for improving system performance (see upper-left table). These recommendations reflect a system that would benefit greatly from a universal contract and client management system. By sharing real-time client information, City workforce departments and programs could better evaluate their progress toward unsubsidized employment placement and upward mobility goals; develop a pipeline of services for the economically vulnerable; and support community-based organization (CBO) performance. In partnership with private employer(s) and City government hiring intelligence, better data systems, like the San Francisco Jobs Portal (a virtual meeting place for jobseekers and employers further described on page 36), would help the City’s workforce system be more responsive to the needs of San Francisco jobseekers and employers.

Beginning in 2015, the Alignment Committee has compiled an annual inventory of workforce services across all City departments that invest into the workforce development system (the “City Workforce Services Inventory”). The goal of the Inventory is to gain a full understanding of the system, including programmatic gaps and redundancies, through self-reported program and client data collected from each department. The original Inventory presented a baseline of workforce investments and outcomes upon which the City would build targeted workforce development strategies. Over time, the Inventory has been refined to allow for a better understanding of system outcomes. Eighteen departments participated in the first two years of the Inventory data collection process.

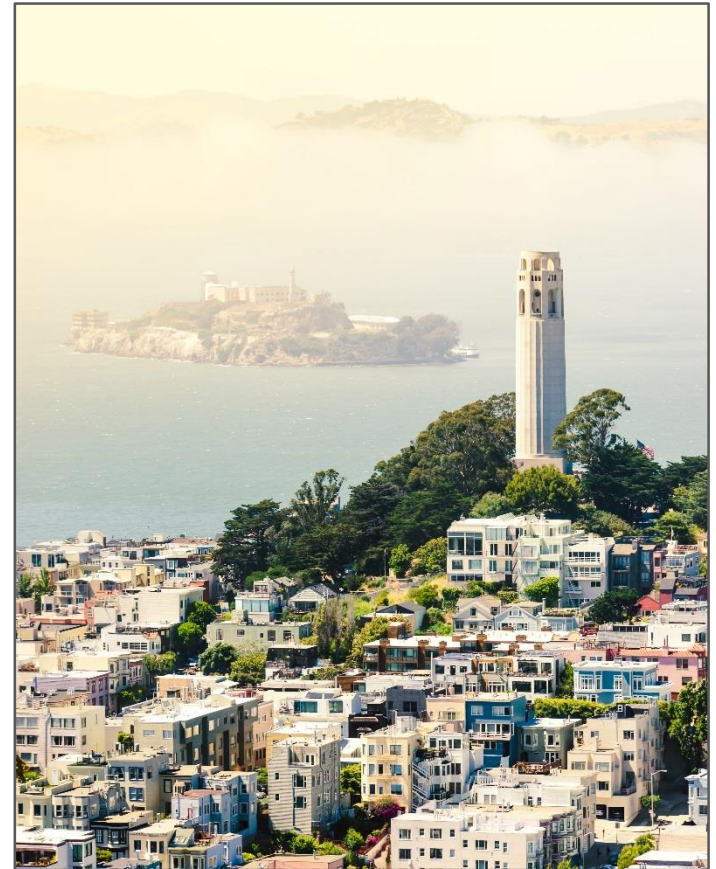
For the current Inventory (which is the basis for this five-year Plan), the Alignment Committee engaged the same 18 City departments to compile an inventory of workforce services for fiscal year 2015-16. With the exception of the San Francisco District Attorney’s Office, whose previously-inventoried programming no longer targeted workforce development outcomes for its clients, the following 17 City departments participated:

- Adult Probation Department (APD)
- Department of Children, Youth and Their Families (DCYF)
- Department of Human Resources (DHR)
- Department of Public Health (DPH)
- Department of Public Works (“Public Works”)
- Department of the Environment (ENV)
- Human Services Agency of San Francisco (HSA)
- San Francisco Public Library (LIB)
- Mayor’s Office of Housing and Community Development (MOHCD)
- San Francisco Municipal Transportation Agency (MTA)
- Office of Civic Engagement and Immigrant Affairs (OCEIA)
- Office of Economic and Workforce Development (OEWD)
- Port of San Francisco (PORT)
- San Francisco Public Utilities Commission (PUC)
- Recreation and Parks Department (RPD)
- San Francisco International Airport (SFO)
- Sheriff’s Department (SHF)

The fiscal year 2015-16 City Workforce Services Inventory includes information on program budgets; program descriptions and goals; service populations and types; community-based service providers; placement and training industries; client demographics, such as age, race and educational attainment; client outcomes, such as employment placements and training completions; and client residence by zip code. Where participating departments were able to cross-tabulate client demographic and outcomes data by zip code, the Inventory provides insights into the success of programs to serve specific populations in specific neighborhoods. To enhance data consistency, which was a challenge identified in previous versions of the Inventory, data elements were defined in advance through conversations with HSA, DCYF and OEWD staff.

METHODOLOGY

WORKFORCE SERVICES INVENTORY



An aerial photograph of San Francisco, California, taken during sunset. The sky is a vibrant mix of orange, red, and purple. The city's dense urban grid is visible in the foreground, leading up to the waterfront. The Golden Gate Bridge is prominent in the middle ground, spanning the Golden Gate Strait. The city extends into the hills in the background, with mountains visible on the horizon. A white rectangular box is centered in the upper half of the image, containing the title text in white, bold, sans-serif font.

AN OVERVIEW OF SAN FRANCISCO'S ECONOMIC CLIMATE

ECONOMIC OVERVIEW

Employment

From 2010 to 2015, San Francisco added an average of 25,000 new jobs each year. This high growth period resulted in 668,900 total jobs, a new record for the city.

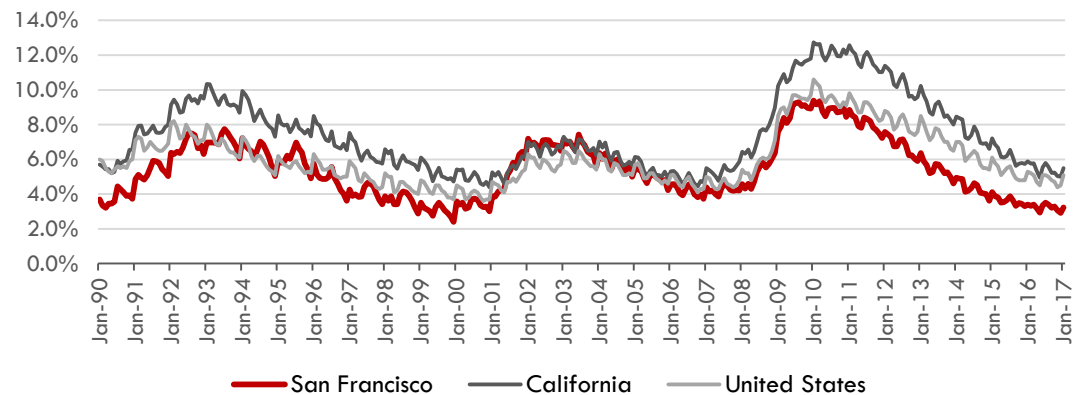
This employment growth was driven by gains in the Technology sector, whose share of total private sector employment increased from 5% to 11% over this period. Other sectors have also added employment, with particularly significant gains in Construction, Business and Professional Services, and Leisure and Hospitality.

The city's unemployment rate decreased from a high of 9.4% in January 2010 to a rate of 3.2% in January 2017 (see Figure 1). While an economist may characterize this current rate as "full employment," approximately 18,000 residents are still looking for work.

While the first half of this decade ushered in an unprecedented growth cycle for San Francisco, a number of factors are likely to contribute to a slowing economy over the next five years, according to the City's Chief Economist, Ted Egan.

Although employer-side demand for new hires remains high, the city's constrained housing and office markets should slow the rate of job growth, at least in the short term. Additionally, the last five years of economic growth have increased congestion within the region's transportation system, resulting in longer, slower commutes for workers. The value of the time lost to commuting has increased, which, in turn, has led to higher labor costs for local employers. Higher labor costs should translate into slower hiring within the city.

Figure 1. Monthly Unemployment Rate, 1990 - present



Source: CA Employment Development Department & Bureau of Labor Statistics, not seasonally adjusted, OEW Workforce Division Analysis.

Another factor is the slowing of employment growth within the Technology sector. Employment growth has slowed from a 15.4% annual rate in August 2015 to 4.4% in August 2016. According to the City's FY 2018 Proposed Five-Year Financial Plan, "technology is a high-paying industry that has a greater capacity than other local industries to absorb high housing and labor costs, and high office rents. If it were only a matter of capacity constraints and high rents driving out employment, we would expect tech to withstand it better than other industries, yet the data suggests tech employment growth is slowing more than other industries."

The NASDAQ-100 technology stock market index is a leading indicator of San Francisco's Technology sector. Since the third quarter of 2015, the index has been slowing. This slowdown has also coincided with a 28% decrease in venture capital investment in the Bay Area's Technology sector.

These factors mean the City's workforce development system will need to prepare for decreased demand in certain sectors, while providing customized trainings and other services to upskill local residents and ensure they meet the qualifications of employers and sectors with continued demand.

ECONOMIC OVERVIEW

Creating a Cycle of Opportunity

Although the local economy has grown over the last five years, not everyone has prospered from this growth. Over 100,000 San Francisco residents are living in poverty, roughly 13% of the population¹. Almost 79,000 are between the ages of 18 and 64, with roughly 32,000 in the labor force. This means that over 45,000 impoverished residents are of employment age but not actively looking for work. The City's workforce development system must continue to invest in strategies that address the reasons residents leave the labor force.

Table 1 shows the breakdown of San Francisco's labor force at different bands of the Federal Poverty Level (FPL). Certain industries, such as Accommodation and Food Services and Retail Trade, employ more impoverished and low-income residents than others. While these industries provide valuable work experience for residents of all ages and backgrounds, the workforce development system also needs to find ways to move the "working poor" into industries and occupations with more livable wages.

By "upskilling" entry and mid-level workers and helping them move into higher-skill, higher-wage jobs, the system opens up entry-level opportunities for the unemployed and underemployed. More fluid labor market opportunities mean more residents working and building the skills necessary to be resilient and ambitious in their employment goals. Creating this cycle of opportunity requires workforce development services that meet the needs of residents with employment barriers as well as those who are already employable (such as dislocated and incumbent workers).

Industry Forecasting

While the broad economic forecast is tempered, job opportunities are estimated in certain industries over the next five years. The largest industry in the city, Professional, Scientific, and Technical Services, is projected to grow at a high rate (17%), while industries supported by OEWD's sector academies (Health

Table 1. San Francisco's Labor Force, by Poverty Status within each Industry

Industry	Below 100% FPL	100 - 200% FPL	200 - 300% FPL	300 - 400% FPL	400%+ FPL
Accommodation and Food Services	13.8%	17.6%	15.2%	10.3%	3.5%
Other Services	12.0%	11.3%	8.8%	8.7%	3.7%
Retail Trade	11.3%	10.0%	12.4%	12.0%	8.3%
Health Care	7.4%	7.4%	8.3%	7.1%	9.4%
Professional and Technical Services	6.6%	6.4%	7.7%	12.7%	23.7%
Administrative and Waste Services	5.5%	5.8%	5.7%	4.2%	2.6%
Construction	5.1%	5.9%	4.7%	3.4%	2.6%
Transportation and Warehousing	4.9%	5.4%	5.1%	4.5%	3.1%
Educational Services	4.7%	4.0%	5.6%	7.5%	7.4%
Social Assistance	4.5%	4.4%	4.8%	3.4%	1.6%
Arts, Entertainment, and Recreation	3.7%	3.2%	3.5%	3.2%	2.3%
Manufacturing	3.3%	5.4%	5.1%	4.5%	6.4%
Information	2.9%	3.3%	2.7%	4.8%	8.0%
Public Administration	2.2%	2.2%	2.6%	3.6%	3.9%
Finance and Insurance	1.8%	1.6%	2.5%	4.1%	8.0%
Real Estate and Rental and Leasing	1.7%	2.4%	2.1%	2.2%	2.3%
Wholesale Trade	1.2%	1.3%	2.0%	2.2%	1.8%
Remaining Industries*	7.5%	2.4%	1.3%	1.6%	1.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
ESTIMATED NUMBER OF PEOPLE	32,169	51,192	57,263	57,319	360,458

Source: U.S. Census Bureau, 2011-2015 American Community Survey Public Use Microdata Sample (PUMS), OEWD Workforce Division Analysis.

Sample: San Francisco residents who were labor force participants (employed or unemployed) at the time of the survey and not currently enrolled in school. All data are limited to the non-institutionalized civilian population, age 16 and above. Estimated number of people within each band of the Federal Poverty Level (FPL) was calculated using American Community Survey PUMS percentages and the January 2017 labor force estimate (558,400 persons) from the California Employment Development Department.

*Remaining Industries include unemployed individuals and industries with less than 1% at each poverty level.

ECONOMIC OVERVIEW

Care, Leisure & Hospitality², Information, and Construction) also show estimated increases in employment (see Table 2).

Social Assistance, Accommodation and Food Services, Administrative Services, Retail Trade and Construction are industries with promising entry-level hiring prospects for the unemployed, underemployed and those with employment barriers. Meanwhile, Information, Government, Health Care, and Wholesale Trade may represent employment opportunities with greater upward mobility. Workforce clients' ability to move up career ladders within and across these industries is essential to creating a cycle of opportunity for all San Francisco residents.

In the Construction industry in particular, six current projects, including Salesforce Tower and the Transbay Terminal, total over \$11 billion in public and private investment and are providing hundreds of livable wage job opportunities for San Francisco residents. Starting in 2017, eight new major construction projects will begin in the city, totaling over \$14 billion in investment, followed by an additional nine projects, totaling over \$13 billion, in 2018 and beyond.

These 17 major construction projects over the next five years will create thousands of livable wage jobs, both in construction and as end-use employment, and many will go to local residents. San Francisco's Local Hire Ordinance mandates that by 2020, 50% of trade hours dedicated to these projects will be designated for San Francisco residents.

Occupation Forecasting

At the occupation level, a number of Technology, Hospitality, Health Care and Administrative positions are projected to grow over the next five years. While in-demand, not all of these occupations are accessible for residents with lower levels of educational attainment, or provide a self-sufficiency wage or clear

Table 2. Projected Employment Growth, by Industry

Industry	2017 Jobs	2022 Jobs	Change in Jobs (2017-2022)	% Change	2016 Earnings Per Worker	% of SF Workers Below 300% FPL
Professional, Scientific, and Technical Services	141,862	166,281	24,419	17%	\$151,726	9.9%
Social Assistance	41,957	52,350	10,393	25%	\$27,893	46.7%
Accommodation and Food Services	85,531	93,224	7,693	9%	\$38,529	55.4%
Information	38,516	45,299	6,783	18%	\$181,048	12.0%
Government	109,144	114,979	5,835	5%	\$129,047	17.4%
Administrative and Support and Waste Management and Remediation Services	45,924	50,559	4,635	10%	\$72,899	41.3%
Management of Companies and Enterprises	23,906	27,032	3,126	13%	\$212,377	8.0%
Other Services (except Public Administration)	44,873	47,860	2,987	7%	\$43,051	45.2%
Retail Trade	50,165	52,704	2,539	5%	\$55,027	30.6%
Health Care	35,973	38,376	2,403	7%	\$94,248	22.9%
Wholesale Trade	16,123	18,038	1,915	12%	\$118,169	22.2%
Construction	25,415	27,321	1,906	7%	\$92,548	40.3%
Educational Services	23,829	25,574	1,745	7%	\$55,964	18.3%
Arts, Entertainment, and Recreation	18,240	19,448	1,208	7%	\$65,442	33.2%
Transportation and Warehousing	11,689	12,777	1,088	9%	\$78,681	35.2%
Manufacturing	12,431	13,460	1,029	8%	\$123,824	21.3%
Real Estate and Rental and Leasing	16,479	17,437	958	6%	\$108,180	24.0%
Mining, Quarrying, and Oil and Gas Extraction	22	15	(7)	(32%)	\$169,199	50.0%
Crop and Animal Production	191	168	(23)	(12%)	\$50,578	56.8%
Finance and Insurance	41,567	41,458	(109)	(0%)	\$266,430	8.5%
Utilities	4,736	4,530	(206)	(4%)	\$207,503	6.0%

Source: EMSI Class of Worker - 2017.1, 2-digit NAICS code level. Health Care is defined at the 3-digit NAICS code level.

Source: U.S. Census Bureau, 2011-2015 American Community Survey PUMS, OEWD Workforce Division Analysis.

Sample: San Francisco residents who were labor force participants (employed or unemployed) at the time of the survey and not currently enrolled in school. All data are limited to the non-institutionalized civilian population, age 16 and above.

ECONOMIC OVERVIEW

career path for all clients. Building and grounds maintenance occupations typically have a large number of annual openings, employ a high percentage of individuals with a high school education or less, and provide income growth over time that approaches self-sufficiency for many City residents (see Table 3). The same is true of construction occupations, which have even higher entry wages and income growth potential. Occupation clusters that lack all three pathway indicators are food preparation and serving-related occupations; personal care and service occupations; and farming, fishing and forestry occupations.

The location of occupation clusters should also be considered. For certain industries, a greater proportion of San Francisco residents work in the city; these include Health Care, and Accommodation and Food Services (see Table 4). For residents without a vehicle or easy access to regional transit, occupations in these industries may be more desirable, even with the potential for lower starting wages. For those jobseekers with more transportation options, a large percentage of San Francisco residents currently commute outside of the city to work in the Manufacturing, Transportation and Warehousing, and Information sectors. Employers and training providers within these sectors who are based outside of San Francisco would make ideal partners in the system's pursuit to place vulnerable populations into unsubsidized employment; this regional approach is supported by the federal Workforce Innovation and Opportunity Act (WIOA), and OEWD has already started working closely with workforce development boards in San Mateo and Santa Clara to share resources.

Table 3. Occupation Clusters, by Demand, Income Growth Potential and Minimum Requirements

Occupation Cluster	Annual Openings	Income, 25 th Percentile	Income, 75 th Percentile	% Employed with HS Equiv. or Less
Building and Grounds Cleaning and Maintenance Occupations	850	\$24,128	\$44,762	73.0%
Construction and Extraction Occupations	300	\$44,179	\$93,621	60.0%
Production Occupations	75	\$26,229	\$54,558	55.6%
Transportation and Material Moving Occupations	382	\$26,562	\$50,835	53.0%
Food Preparation and Serving-Related Occupations	1,454	\$22,298	\$33,176	52.8%
Farming, Fishing, and Forestry Occupations	4	\$23,899	\$38,813	52.4%
Personal Care and Service Occupations	862	\$23,296	\$37,731	48.1%
Installation, Maintenance, and Repair Occupations	224	\$41,142	\$80,371	40.8%
Health Care Support Occupations	347	\$30,451	\$49,150	39.0%
Protective Service Occupations	229	\$30,576	\$90,646	22.3%
Office and Administrative Support Occupations	1,311	\$34,528	\$60,674	18.6%
Sales and Related Occupations	959	\$25,938	\$70,158	17.4%

Source: EMSI Occupations Data, 2016.4 Class of Worker

Source: EDD LMI Division, 2016 First Quarter Occupational Employment Statistics (OES) Survey Results.

Source: U.S. Census Bureau, 2010-2014 American Community Survey PUMS, OEWD Workforce Division Analysis.

Table 4. Industry By Location of Work

Industry	Percent of San Francisco Residents Working in the City	Percent of San Francisco Residents Working outside the City
Industries where a greater proportion of San Francisco workers work in the city:		
Health Care and Social Assistance	12.6%	9.2%
Accommodation and Food Services	8.8%	5.6%
Finance and Insurance	7.0%	5.2%
Other Services	5.6%	4.1%
Public Administration	4.2%	3.1%
Industries where a greater proportion of San Francisco workers work outside the city:		
Manufacturing	3.6%	12.2%
Transportation and Warehousing	3.0%	5.0%
Information	4.9%	6.9%
Wholesale Trade	1.7%	2.6%
Construction	3.4%	4.1%

Source: U.S. Census Bureau, 2010-2014 American Community Survey, OEWD Workforce Division Analysis.

ECONOMIC OVERVIEW

San Francisco's Labor Force

According to the Insight Center for Community Economic Development's Self-Sufficiency Standard Tool for California, for two adults and an infant, the self-sufficiency standard in San Francisco is \$73,167 annually. For one adult, the standard is \$33,082. At these standards, which are some of the highest in the country, it is becoming increasingly difficult for many San Francisco residents to earn a livable wage if they have not attended college (see Figure 2).

Only 34% of those with a high school degree or less earn the self-sufficiency standard. Meanwhile, 82% of residents with a Bachelor's degree or higher earn a livable wage. Each additional level of educational attainment gives residents the skills and experience to earn more and be more competitive in the job market.

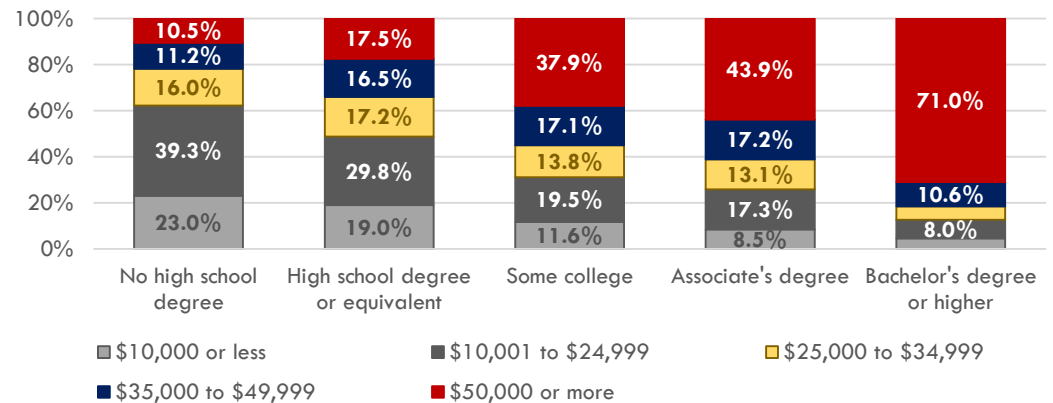
Based on the January 2017 San Francisco labor force estimate from the California Employment Development Department, approximately 47,000 local labor force participants lack a high school degree – 61,000 have a high school degree, 75,000 have some college but no degree, 28,000 have an Associate's degree, and 347,000 have a Bachelor's degree or higher.

With San Francisco's recent economic growth and historically low unemployment rate, it is increasingly likely that those residents who remain unemployed or who are in need of workforce services have lower levels of educational attainment. Fiscal year (FY) 2015-2016 client data from OEWD supports this conclusion.

Of the clients served by OEWD in FY 2015-16, 74% had



Figure 2. Income by Educational Attainment



Source: U.S. Census Bureau, 2010-2014 American Community Survey PUMS, OEWD Workforce Division Analysis.
 Sample: San Francisco residents who were labor force participants (employed or unemployed) at the time of the survey and not currently enrolled in school. All data are limited to the non-institutionalized civilian population, age 16 and above.

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a high school education or less, and 93% earned less than \$37,700 annually. This data is consistent with the American Community Survey (ACS) estimates in Figure 2. The ACS also estimates an increasing likelihood that these individuals are early-career, transitional-age youth or late-career older adults; and Black or African-American, Hispanic or Asian/Pacific Islander (see Figure 3).

Non-Native Workers

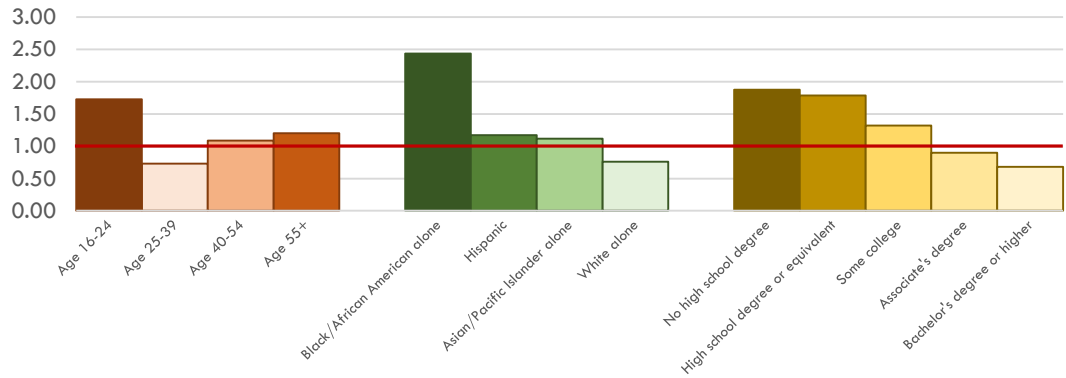
In San Francisco, a large percentage of the workforce with a high school degree or less are not native to the United States (see Figure 4). These immigrants face numerous barriers to employment, including challenges related to workplace culture, limited English proficiency and work authorization.

Over 85% of those with less than a high school degree are foreign born, with almost 40% lacking U.S. citizenship. The foreign born also account for nearly 60% of those with a high school degree or equivalent.

These members of the workforce come to San Francisco from all over the world, particularly from Asian countries, followed by Mexico and Central America. Almost half of the city's workforce without a high school degree is from China alone; nearly one in four are from Mexico or Central America – combined, almost 75% of the entire San Francisco workforce without a high school degree come from those three regions (see Figure 5 on next page).

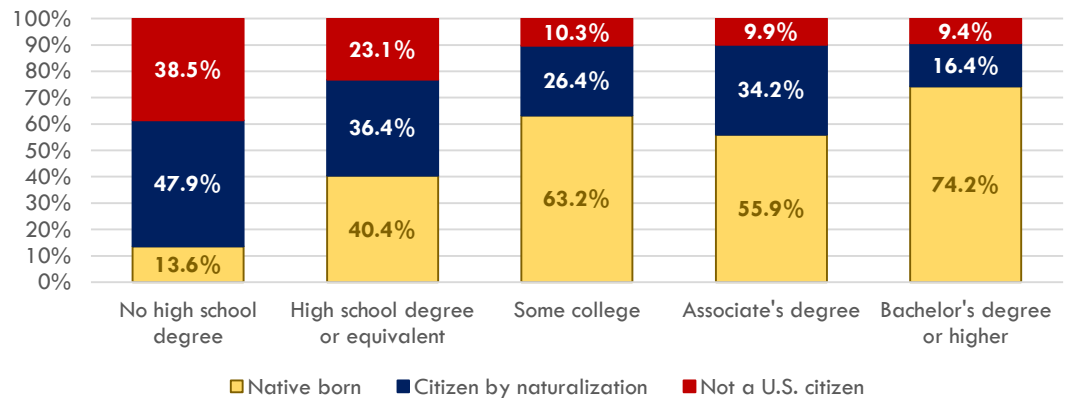
Among workforce participants with a high school degree or equivalent, over half are from either China (28%) or California (27%). Immigrants from Mexico and Central America make up a much smaller portion of the workforce with a high school degree or higher.

Figure 3. Ratio of Unemployment Rate to the City Average



Source: U.S. Census Bureau, 2010-2014 American Community Survey PUMS, OEWD Workforce Division Analysis. Sample: San Francisco residents who were labor force participants (employed or unemployed) at the time of the survey and not currently enrolled in school. All data are limited to the non-institutionalized civilian population, age 16 and above.

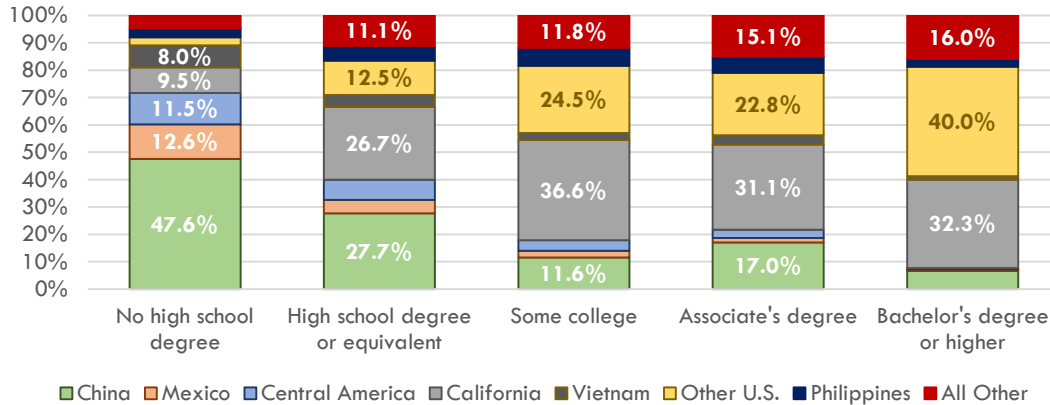
Figure 4. Nativity by Educational Attainment



Source: U.S. Census Bureau, 2010-2014 American Community Survey PUMS, OEWD Workforce Division Analysis.

ECONOMIC OVERVIEW

Figure 5. Birthplace by Educational Attainment



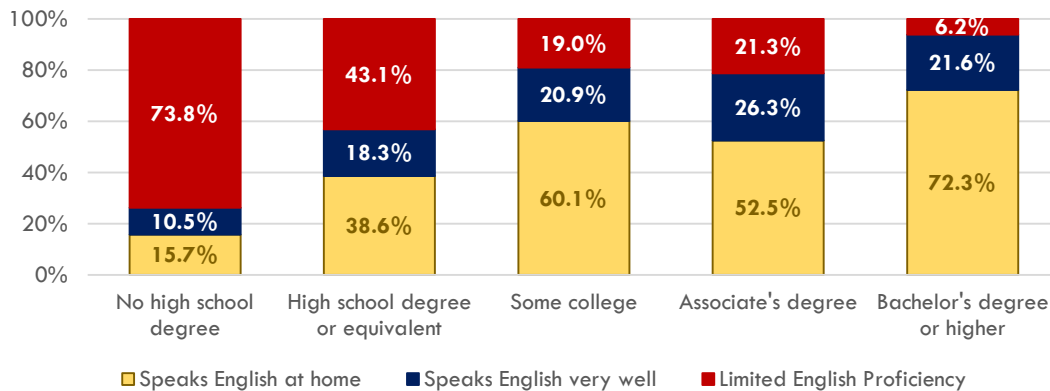
Source: U.S. Census Bureau, 2010-2014 American Community Survey PUMS, OEWD Workforce Division Analysis.

U.S.-born individuals comprise a majority of the workforce with some college credit or higher. Forty percent of persons with a Bachelor's degree or higher are from another U.S. state or territory, illustrating how attractive San Francisco has become for highly-skilled, high-earning workers. These workers compete with locally-born residents and residents from other countries.

Not surprisingly, many immigrants and other members of the San Francisco workforce speak a language other than English. Over half of those with less than a high school degree speak Chinese as their primary language, while one in four speak Spanish³.

Only 13% of individuals without a high school degree speak English. Workforce development programs must be responsive to these non-English language needs, including Filipino or Tagalog, and invest in English as a Second Language (ESL) components or training.

Figure 6. English Proficiency by Educational Attainment



Source: U.S. Census Bureau, 2010-2014 American Community Survey PUMS, OEWD Workforce Division Analysis.

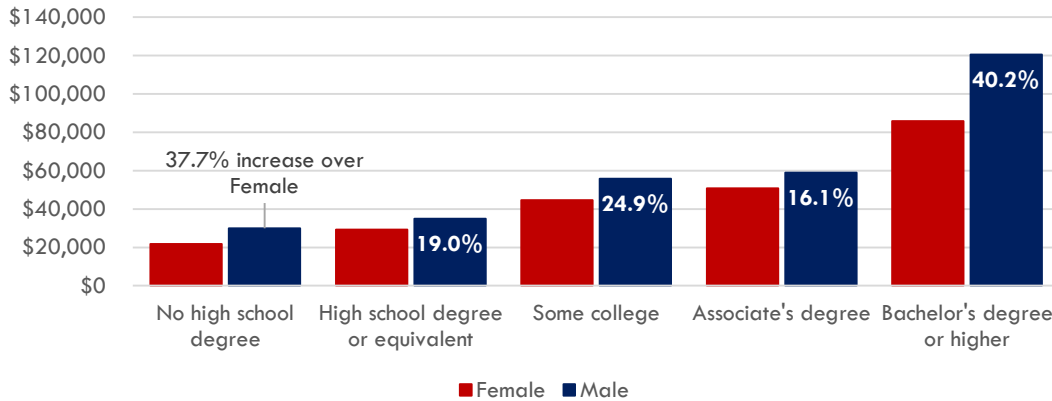
Almost half of the workforce with a high school degree or equivalent speak either Chinese (31%) or Spanish (18%). But only 28% of the workforce with a Bachelor's degree or higher speaks a language other than English.

Many immigrants come to San Francisco with high levels of education earned abroad as well as strong work ethic and ambition, but language barriers make it difficult to compete in the local job market, especially in fields with occupational licensing requirements.

Among those with less than a high school degree, 74% have limited English proficiency (see Figure 6); only 6% of those with a Bachelor's degree or higher have limited English proficiency.

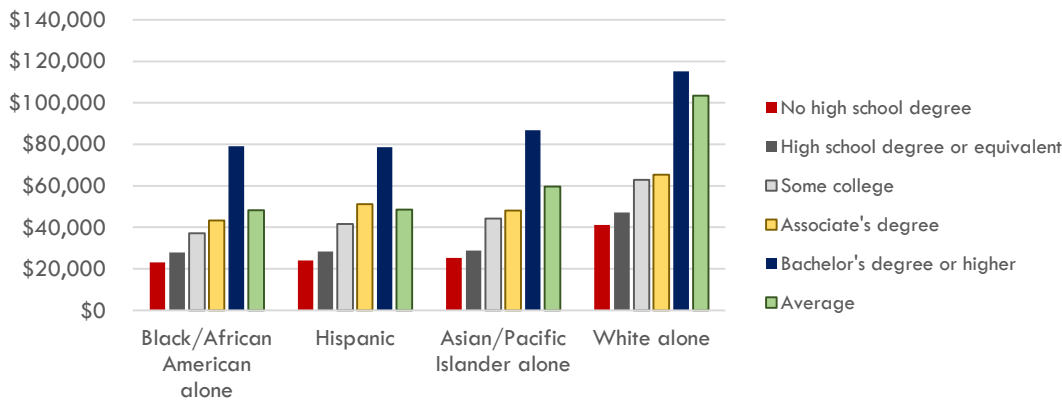
ECONOMIC OVERVIEW

Figure 7. Average Income by Gender



Source: U.S. Census Bureau, 2010-2014 American Community Survey PUMS, OEWD Workforce Division Analysis.

Figure 8. Average Income by Race



Source: U.S. Census Bureau, 2010-2014 American Community Survey PUMS, OEWD Workforce Division Analysis.

Wage Disparities by Gender and Race

San Francisco is also not immune to wage disparities by gender and race. On average, female residents who are members of the labor force earn 36% less than their male counterparts, and the gender wage disparity is most pronounced at either end of the educational attainment spectrum.

Among San Francisco residents with less than a high school degree, females earn 38% less than their male counterparts (see Figure 7). This may, in part, be the result of the types of occupations available to this population; some positions such as construction workers and housecleaners are more “gendered”, with labor trades hiring more males and providing higher wages than other occupations.

Among residents with a Bachelor’s degree or higher, females earn 40% less than their male counterparts. Given the types of professional and technical occupations available to this population, this disparity may be more directly linked to workforce gender discrimination.

On average, white San Francisco residents earn 114% more than their black and Hispanic counterparts, and 74% more than their Asian and Pacific Islander counterparts (see Figure 8). The racial wage disparity is most pronounced at the lower end of the educational attainment spectrum.

Among San Francisco residents with less than a high school degree, blacks earn 78% less than their white counterparts. The wage disparity decreases with each level of educational attainment; blacks with a Bachelor’s degree or higher earn 46% less than their white counterparts.

A welder in a yellow safety vest and protective gear is working on a large metal component in a factory setting. Sparks are flying from the work area. The welder is wearing a yellow safety vest with reflective stripes, a white hard hat with a clear face shield, and white gloves. The background shows a factory environment with various equipment and another worker in the distance.

AN OVERVIEW OF SAN FRANCISCO'S WORKFORCE SYSTEM

WORKFORCE SYSTEM OVERVIEW

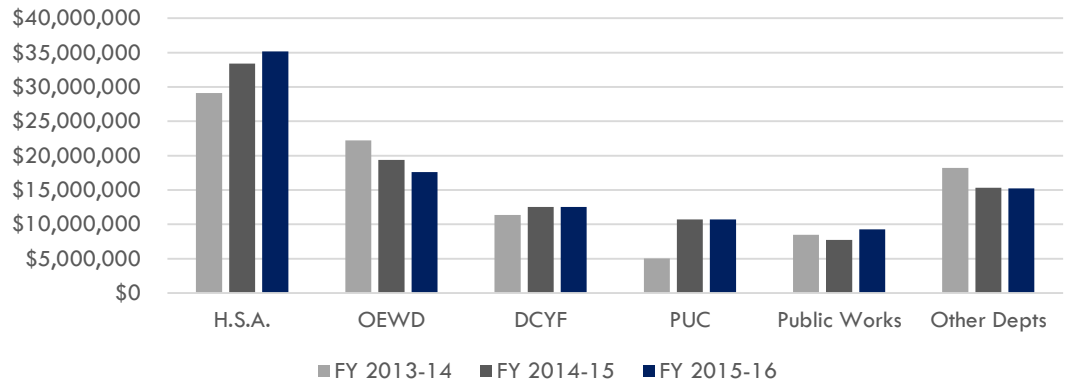
Budget and Outcomes Summary

The City and County of San Francisco's workforce development system expended \$100.5 million in FY 2015-16, with \$45.4 million of that total coming from the City's General Fund. HSA's expenditures increased by 5% from FY 2014-15, while other departments' workforce budgets held steady over the last two years (see Figure 9). OEWD experienced decreased expenditures for the second straight year as a result of expiring grants.

HSA (35%), OEWD (17.5%) and DCYF (12.5%) continue to be the top three funders of workforce development programming in the City. Taken together, these three departments account for 65% of the City's total workforce budget. The five departments that comprise the Alignment Committee, HSA, OEWD, DCYF, PUC and Public Works, account for 85% of the City's total workforce budget, up from 81% in FY 2013-14; the remaining twelve departments have decreased their collective budgets by 16% since FY 2013-14.

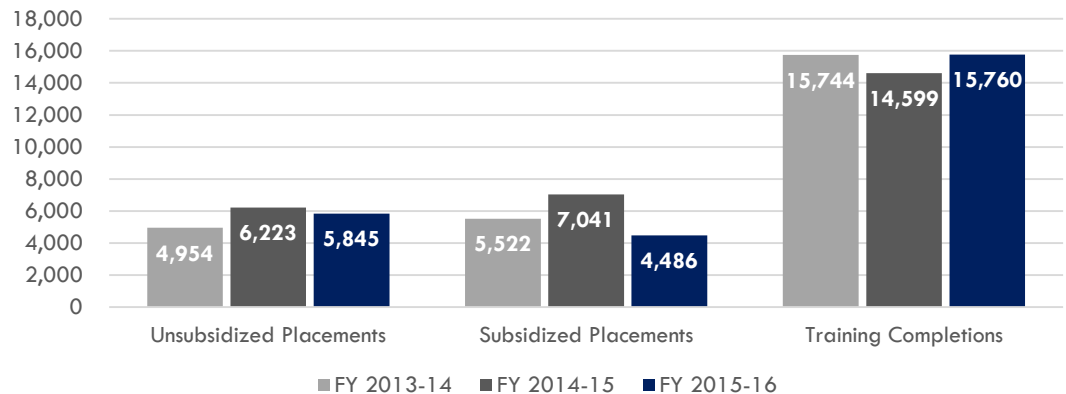
The number of clients who completed basic skills, job readiness, vocational and ESL trainings held steady compared to previous years, as did the number of clients placed into unsubsidized employment. Subsidized employment placements, however, experienced a significant decrease (see Figure 10). Both HSA and DCYF experienced a decline in subsidized employment placements from FY 2014-15, while OEWD also saw a decline in its unsubsidized placements. Unsubsidized placements were buoyed by a significant increase from the San Francisco International Airport's Employment Information Center program.

Figure 9. Workforce Expenditures by Department, Last 3 Years



Source: FY 2013-2016 City Workforce Services Inventory, OEWD Workforce Division Analysis.

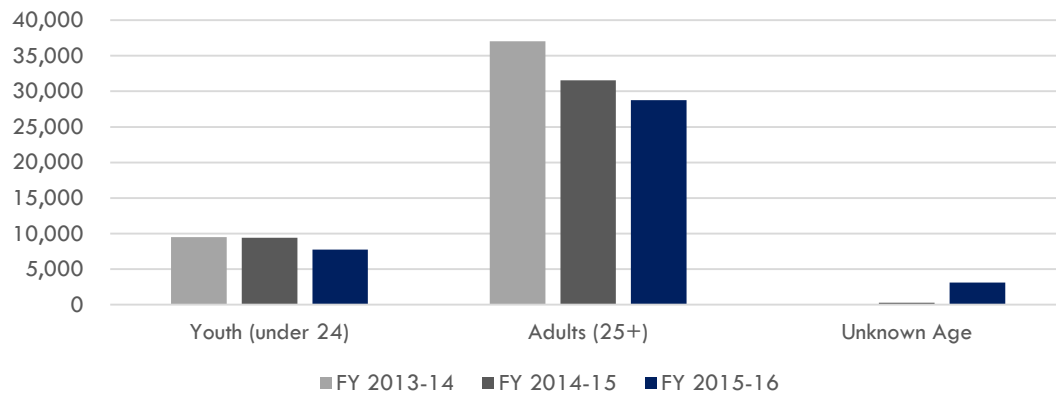
Figure 10. Number of Workforce Outputs, Last 3 Years



Source: FY 2013-2016 City Workforce Services Inventory, OEWD Workforce Division Analysis.

WORKFORCE SYSTEM OVERVIEW

Figure 11. Number of Workforce Clients by Age, Last 3 Years



Source: FY 2013-2016 City Workforce Services Inventory, OEWD Workforce Division Analysis.

In FY 2015-16, the City’s workforce development system served 39,650 clients, down from 41,269 in FY 2014-15 and 46,525 in FY 2013-14⁴. HSA alone served 3,713 fewer clients than in FY 2014-15. This trend is consistent among both youth (14-24 years old) and adults (25+), as shown by Figure 11. The number of youth and adult clients has decreased by 18% and 22%, respectively, since FY 2013-14, and each have declined year-over-year for the past three years. This trend may in part be due to the success of the system in placing and retaining clients in employment during San Francisco’s unprecedented job growth over the last five years.

Cost of living increases, which have accelerated in San Francisco over the last five years, might also be playing a role. The city’s self-sufficiency standard increased by 8.45% from 2011 to 2014⁵; this increase has put pressure on jobseekers to find work that pays a high enough wage so they can remain in their homes and apartments. But the currently unemployed or underemployed often lack the education and experience to be competitive for those higher-wage positions. As a result, employers are finding it harder and harder to find qualified candidates among the workforce system’s remaining pool of clients, and workforce clients are finding it more and more difficult to be competitive for the positions that provide them a livable wage. Discouraged clients and workers may drop out of the labor force entirely due to these challenging circumstances.

For the city, this has also led to largely lower-income and people of color migrating out. From 2010 to 2014, roughly 12,000 net Black or African-American and 12,000 net Hispanic residents migrated out of San Francisco, while 10,000 net Asian and 30,000 net White residents moved in.

Client Location

The City’s workforce development system serves residents from across the city, as well as residents of municipalities outside of San Francisco. While residential location is not yet reported for all clients across all departments, the data that is reported (from 51% of all clients) provides a picture of where programs, services and investments are being targeted in the city.

In FY 2015-16, the largest number of workforce system clients resided in the Bayview Hunter’s Point neighborhood (see Figure 12 on the following page). Excelsior, Visitacion Valley, Tenderloin and Mission neighborhood residents also received higher levels of service compared to other San Francisco neighborhoods. The variation in client volume by geography is in line with unemployment rate projections across City zip codes; nearly all of these neighborhoods have disproportionately higher unemployment rates when compared to the City average, as estimated by the

⁴ Figures from all three years include some level of duplication, as well as both unemployed and underemployed individuals.

⁵ This figure is based on Insight Center for Community Economic Development’s Self-Sufficiency Standard Tool for California.

WORKFORCE SYSTEM OVERVIEW

American Community Survey (see Figure 13).

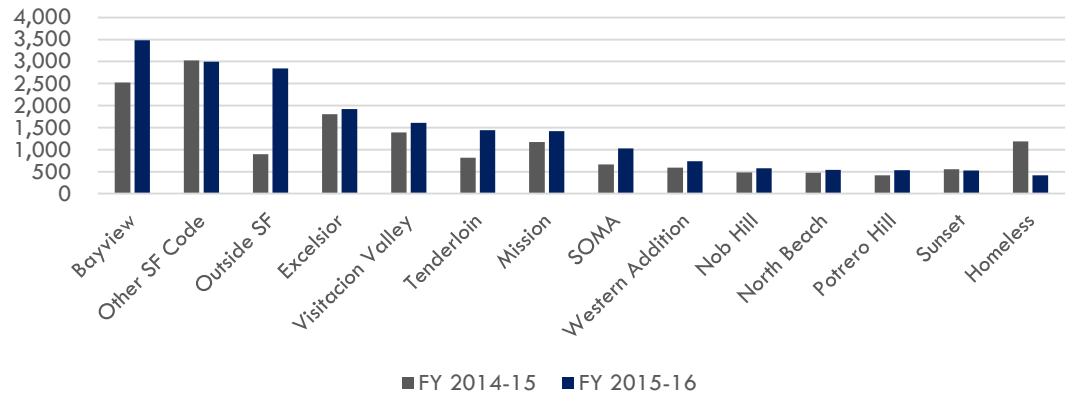
Client residence information has only been analyzed through the City Workforce Services Inventory for the last two fiscal years. While another year of data is necessary to start describing trends, the year-over-year comparison that is available speaks to potential areas of future exploration.

First, the percentage of workforce system clients with unreported residency information has decreased from 61% in FY 2014-15 to 49% in FY 2015-16 (see Figure 12 footnote for the number of clients). The Alignment Committee is committed to ensuring this trend continues; understanding where the concentration of workforce development needs exist in the city allows the system to take even more targeted and effective approaches to outreach and service delivery.

Second, the system may be experiencing rising demand in a number of areas, including the Bayview, Tenderloin and SOMA. These potential trends are worth monitoring and exploring further as they may point to areas of concentrated unemployment and poverty, or confirmation of where the City is targeting its investments. An increase in clients outside of San Francisco was largely driven by the San Francisco International Airport, which serves clients from San Mateo County as well as from the city.

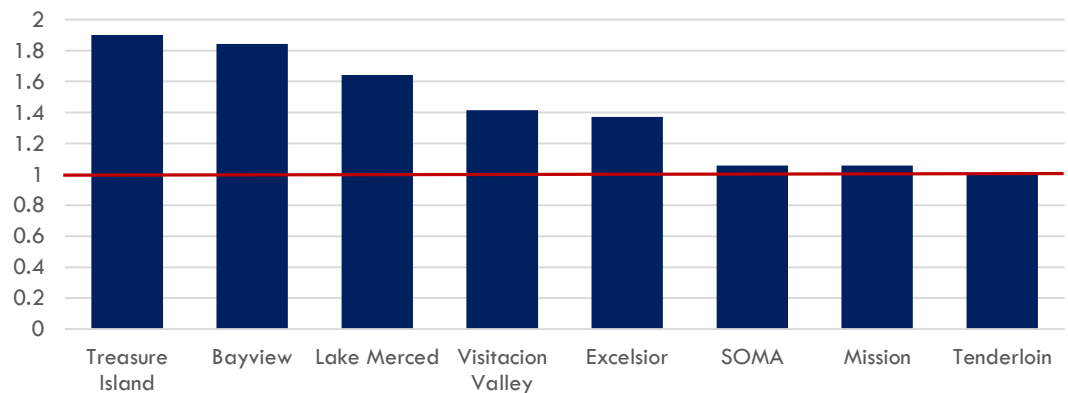
Lastly, the system may be serving fewer homeless individuals than in the past. Homeless individuals often experience multiple and severe barriers to employment, including mental health and substance abuse disorders. It is important that the City's workforce development

Figure 12. Number of Workforce Clients by Residence, Last 2 Years



Source: FY 2014-2016 City Workforce Services Inventory, OEWD Workforce Division Analysis.
 *In FY 2015-16, 19,583 clients were unreported by residency, compared to 25,276 in FY 2014-15.

Figure 13. Ratio of Unemployment Rate to the City Average



Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates.

WORKFORCE SYSTEM OVERVIEW

system get a clearer picture of how this population is being served to determine if existing workforce services adequately align with the Department of Homelessness and Supportive Housing's approach. Without more accurate data reporting, it is unclear if the drop in homeless workforce clients is real and if the cause reflects an effective or ineffective engagement of this population.

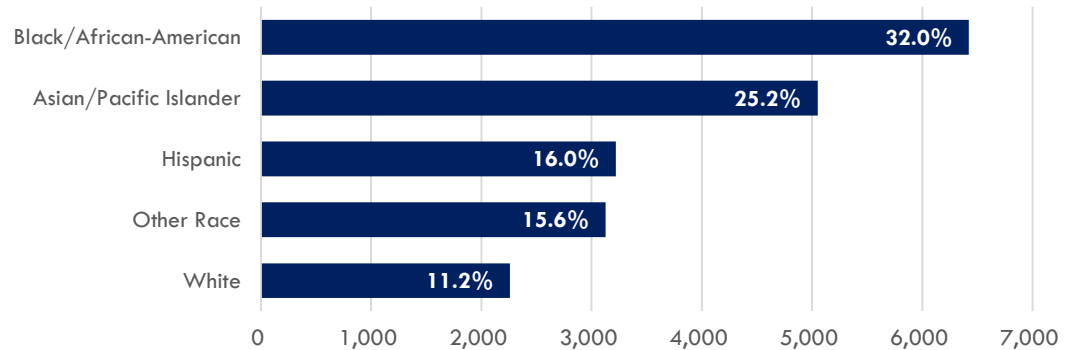
Client Race and Ethnicity

For the first time, the FY 2015-16 City Workforce Services Inventory included a request for information about client race and ethnicity. Similar to client residence, the data that participating departments were able to report were missing a large percentage of clients (49%), but they, too, begin to present a valuable picture of who the workforce development system is serving.

In FY 2015-16, the largest number of workforce system clients identified as Black or African-American (see Figure 14), encompassing almost one-third of all clients served. This is notable since African-Americans account for less than 6% of the City's population⁶. Additionally, one in four clients identified as Asian or Pacific Islander, and one in six clients identified as Hispanic. The variation in client volume by race or ethnicity is in line with unemployment rate projections across these demographics; all of these populations have higher than average unemployment rates, as estimated by the American Community Survey (see Figure 3 on page 14).

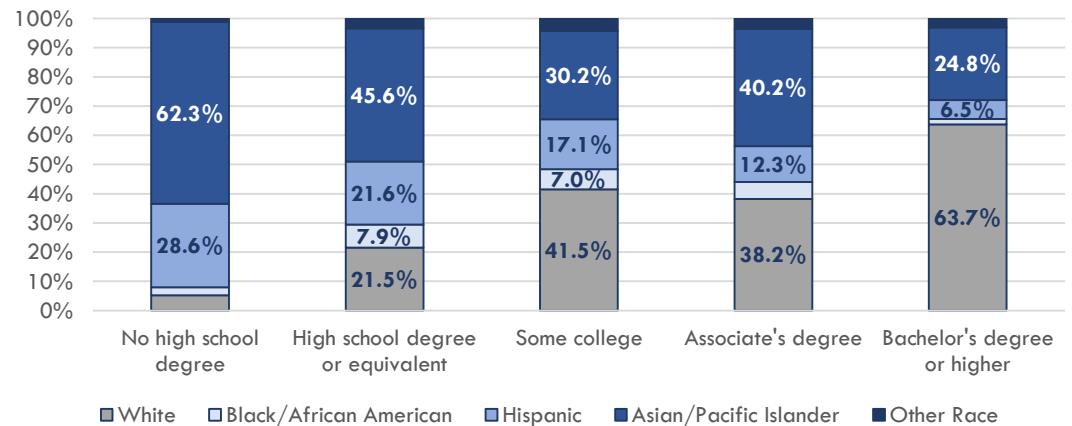
However, if this data is compared against other proxies for service need, such as educational attainment, there might be reason to expect more Asian or Pacific Islander and Hispanic clients. Over 90% of San Francisco's labor

Figure 14. Number of Workforce Clients by Race, FY 2015-16



Source: FY 2015-2016 City Workforce Services Inventory, OEWD Workforce Division Analysis.

Figure 15. Race by Educational Attainment

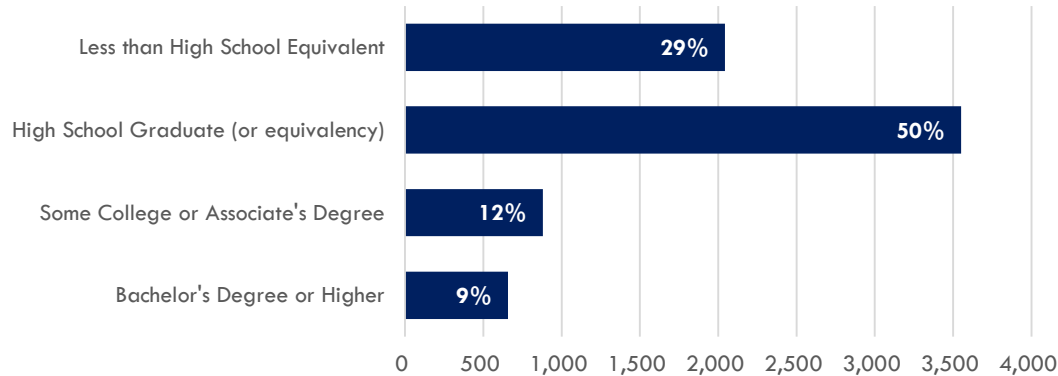


Source: U.S. Census Bureau, 2010-2014 American Community Survey PUMS, OEWD Workforce Division Analysis. Sample: San Francisco residents who were labor force participants (employed or unemployed) at the time of the survey and not currently enrolled in school. All data are limited to the non-institutionalized civilian population, age 16 and above.

⁶ U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates.

WORKFORCE SYSTEM OVERVIEW

Figure 16. Number of Workforce Clients by Education, FY 2015-16



Source: FY 2015-2016 City Workforce Services Inventory, OEWD Workforce Division Analysis.

force with less than a high school education is Asian or Pacific Islander and Hispanic (see Figure 15 on the previous page), along with 67% of the labor force with a high school degree or equivalent.

Client Educational Attainment

Client educational attainment data was also collected for the first time. Similar to client residence and race, these data were missing a large percentage of clients (82%), and should only be viewed as a first step to understanding more about our workforce clients.

In FY 2015-16, the largest number of workforce system clients were high school graduates or had earned a general equivalency diploma (GED), encompassing half of all clients served (see Figure 16). Additionally, almost three out of ten clients had less than a high school education. The variation in client volume by educational attainment is in line with unemployment rate projections across these demographics; all of these populations have disproportionately higher unemployment rates when compared to the City average, as estimated by the American Community Survey (see Figure 3 on page 14).

While a small percentage of total workforce clients, the fact that the City serves over 1,500

clients with some college credit or higher reflects the diversity of needs throughout the system. Due to economic and other factors, even highly-credentialed individuals require services such as incumbent or dislocated worker training for recently laid-off workers; the system responds to these needs to prevent individuals and households from sliding into poverty. Responding to these needs also aligns the system with current state and federal workforce policy goals.

Special Populations

The system has also invested in employment support for specific vulnerable populations. The FY 2015-16 Inventory requested information about these priority populations, and while the data is too inconsistent to draw conclusions, it highlights some of the programs that provide these supports. For instance, Adult Probation Department's two programs prioritize service to formerly incarcerated and homeless individuals, and the Department of Public Health's and HSA's workforce clients are all low-income. The vast majority of participants in programs funded by the Department of Children, Youth & Their Families are enrolled in school, and the San Francisco Public Library serves thousands of dislocated workers through its classes on basic computer skills and employment-related topics.

What Does the System Look Like?

In addition to the client demographic and outcomes data, the Inventory collects information about program services and goals. These descriptors provide the basis for our understanding of how the system operates.

WORKFORCE SYSTEM OVERVIEW

The City invested in or directly administered over 120 workforce development programs in FY 2015-16. Program investments ranged from \$1,000 to over \$11 million per program. Several departments invested in only one program, while the HSA and PUC invested in 25 and 24 distinct programs, respectively.

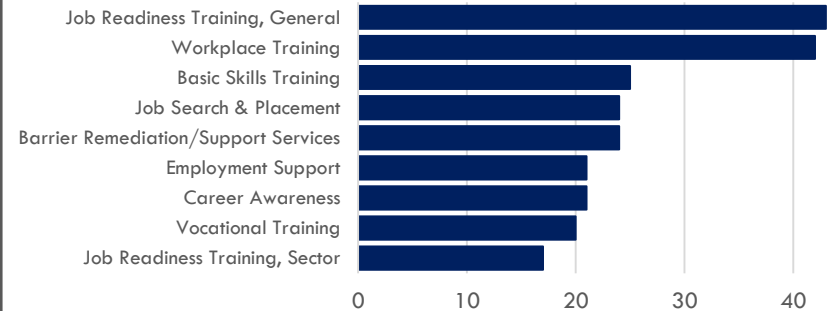
DCYF, HSA and OEWD met prior to the release of the FY 2015-16 City Workforce Services Inventory to develop a common list of program service types. The three departments agreed on 11 distinct service types (see Appendix B on page 48), signaling an important first step in creating a common workforce language. Departments filling out the Inventory were required to choose at least one option from the list of service types for each of their respective programs. The most common services selected were 'Job Readiness Training, General', 'Workplace Training', which includes different models of supported work experiences, and 'Basic Skills Training' (see Figure 17).

Departments were also asked to choose one of our primary goals for each of their programs. Almost half of all programs identified 'Career and Educational Advancement' as their primary goal, followed by 'Job Readiness' (27%), 'Unsubsidized Employment' (14%) and 'Subsidized Employment' (13%). The distribution of responses makes sense given the system's investment in training. It also reflects a system made up of different philosophies and approaches to workforce development.

Measuring System Success

For any system to succeed, stakeholders must have a shared understanding of success and work collectively to achieve that goal. Over the past several months, members of the Alignment Committee and the WCAC have weighed in on how the City's workforce development system might consider measuring its outcomes collectively. Four main themes emerged: skill attainment; unsubsidized employment placements; livable wages; and employment retention.

Figure 17. Number of Programs, by Service Type, FY 2015-16



Source: FY 2015-2016 City Workforce Services Inventory, OEWD Workforce Division Analysis. Vocational Assessment and Mental & Behavioral Health services were not included due to too few workforce development programs that provide them.

Service providers acknowledge that the ultimate goal of both soft and hard skills attainment is to equip job seekers for unsubsidized career tracks. Multiple factors, including prior work experience and educational attainment, may impact participants' training and program needs. One individual may require assistance with multiple skill milestones to become job-ready; another may only require placement assistance. This means that some clients require years of service, while others may only need a few weeks. To move the needle for those clients with the highest barriers to employment, the system makes a significant investment.

Because of the differences in client background and skill attainment, it is important to track and recognize the skill milestones that lead to unsubsidized employment. Whereas metrics related to skill attainment vary from program to program, unsubsidized employment placement can be measured consistently throughout the workforce system. But the hiring event is only one part of an individual's success story. In order to be self-sufficient, the individual must maintain adequate wages to support themselves and their

WORKFORCE SYSTEM OVERVIEW

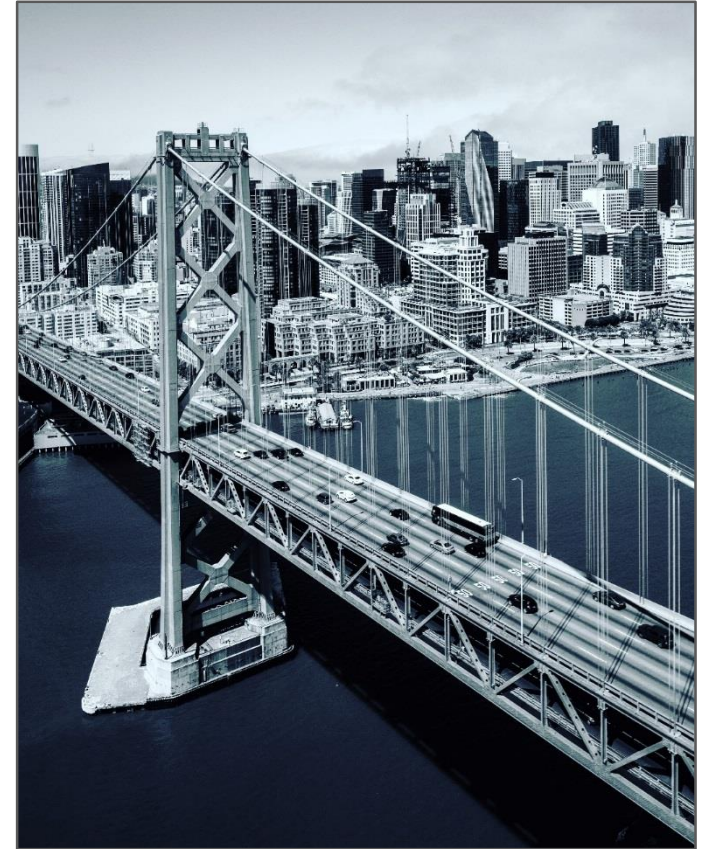
families. For this reason, unsubsidized employment placements must be linked to livable wages and employment retention in order to paint a meaningful picture of the system's success. Both outcomes are measured after the hiring event. Like skill attainment, the timeframe for achieving livable wages will differ between clients.

Currently, OEWD and HSA are able to report consistently on skill attainment, placements and wages, but do not collect comparable employment retention data. Employment retention data can be difficult to obtain given the lack of incentive for clients to engage with program staff after placement. In light of the varied needs of clients with regard to skills attainment, the system's inability to capture the nuance of a livable wage across its diverse workforce, and the challenges it faces with measuring retention, unsubsidized employment currently provides a consistent, comprehensible outcome by which to measure system success. The Alignment Committee understands the importance of a livable wage, and will develop system-wide strategies with an eye towards training and placing into entry-level positions with career mobility.

Using these insights, the Alignment Committee created a preliminary representation of the workforce system. The *Workforce Development Services Summary* helps visualize departmental programs along the continuum of workforce service categories (see *Summary* on the following page). In its current form, the draft *Summary* provides a conceptual framework for local government's role in the City's workforce development system; in time, other system stakeholders, such as educational institutions and employers, will be added to create a more comprehensive picture. The *Summary* shows how unsubsidized employment and career tracks with upward mobility are our shared, system-wide end goals for clients. Each City department provides a specific set of services, which, when connected, will create a pipeline for clients from any entry point to upwardly mobile career employment. (Note, while the *Summary* is displayed linearly, the Alignment Committee recognizes that clients do not necessarily progress in a linear fashion.)

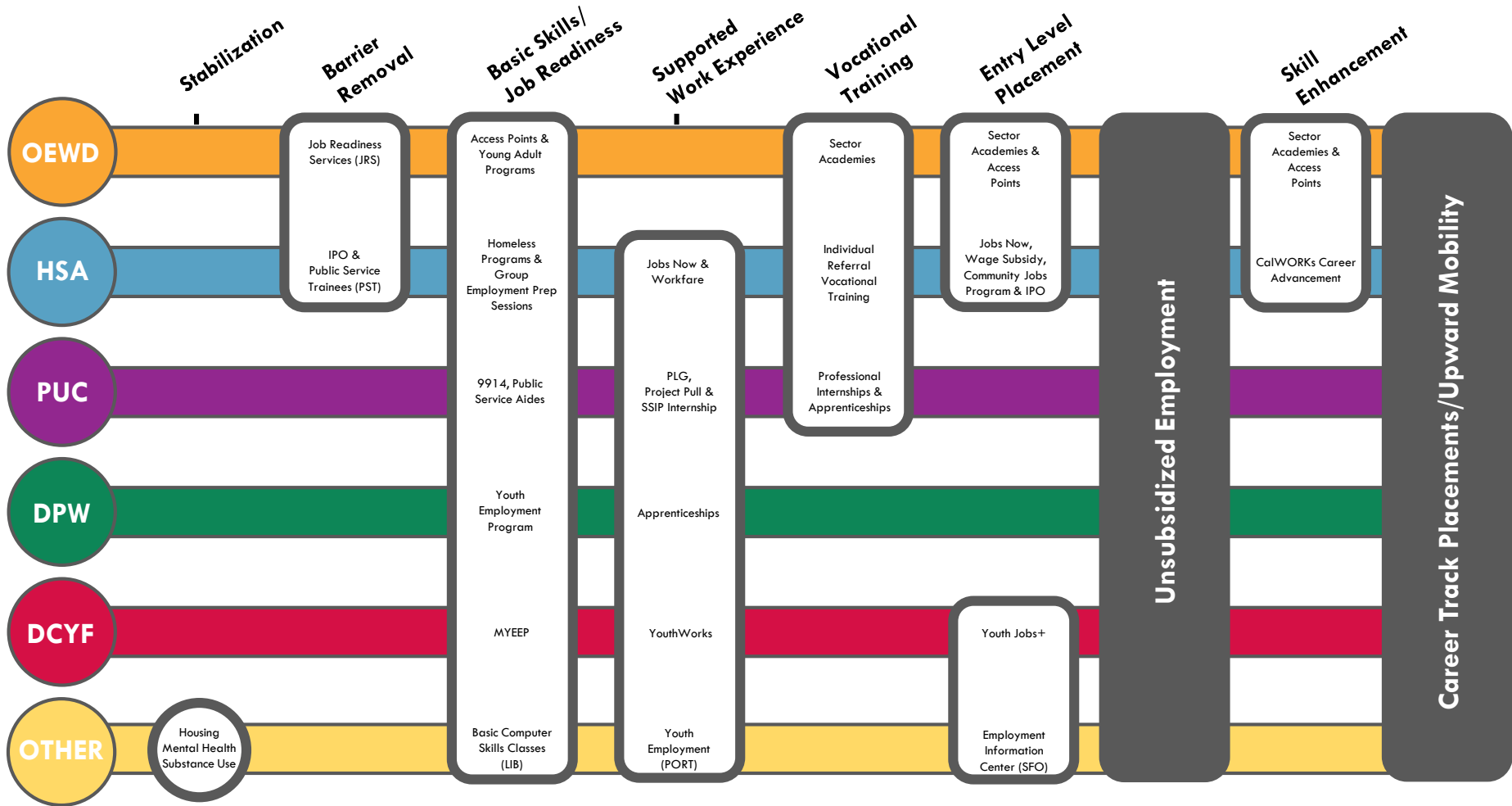
Progress toward Areas of Key Interest

As part of the initial Citywide Workforce Development Plan two years ago, the Alignment Committee identified a number of areas of key interest; these action items are largely focused on data exploration to provide new insights for system stakeholders. Progress has been made in each of the areas. Table 5 on page 26 lists each area of key interest, along with the Alignment Committee's progress to date and work still to be done.



Workforce Development Services Summary, by Department

PRELIMINARY DRAFT



System Users

Least Employable

More Employable

Most Employable

Highest Barriers to Employment

WORKFORCE SYSTEM OVERVIEW

Table 5. Progress toward San Francisco Workforce Development System Areas of Key Interest

Area of Key Interest	Progress to Date	Work to be Done
Compile client demographic (e.g. age, gender, ethnicity) and profile (e.g. educational attainment, language skills) data.	The annual City Workforce Services Inventory now includes client demographic and profile data.	The collection and reporting of client demographic and profile data needs to be standardized across programs and departments to ensure a consistent, comprehensive dataset.
Create consistent definitions and data across the City workforce development system.	Consistent definitions were created and used in the FY 2015-16 City Workforce Services Inventory.	Based on feedback from this year's Inventory, staff from the five Alignment Committee member departments will edit and refine the current list of definitions.
Collect retention data and wage rates.	The Inventory now includes retention and quarterly wage data. OEWD and HSA are currently the only departments that are able to report.	At present, most workforce departments cannot report these data. Additional conversations are needed to understand the level of post-program follow-up possible by each program and department. Additionally, HSA has expressed interest in collecting and reporting client income at intake to be able to measure progress over time. The timing of the Inventory is also a consideration.
Compile data on job placements by occupation and employers that hire workforce clients.	OEWD and HSA currently compile hiring data by employer.	Additional conversations are needed to understand the level of post-program follow-up necessary to report these data across all programs and departments.
Map how clients enter, navigate, and move through and across the workforce system.	OEWD's San Francisco Jobs Portal will enable the real-time capture and long-term tracking of client data when it launches in 2017. Preliminary flow charts (based on Inventory data) also show how clients navigate the system.	A pictorial representation of the system (see Recommendation #2 on page 32) needs to be developed by system stakeholders and used as a tool for informing system change. Once the Jobs Portal is open to the public, its data needs to be shared with system stakeholders to uncover how other departments can connect with it. HSA has begun developing its Salesforce-platform that will interact with the Jobs Portal, with implementation expected to be complete in early summer 2017.
Identify how the City serves special populations (e.g. ex-offender; limited English abilities).	The Inventory now includes special population data. Additionally, HSA and OEWD are coordinating and leveraging homeless employment services where possible.	At present, most workforce departments are not reporting these data consistently. Additional conversations are needed to ensure programs and departments are using common definitions when collecting and reporting these data.
Chart how clients move from foundational programming into higher-level programming.	This area was investigated extensively in the initial year of the Inventory. Since then, conversations between HSA, DCYF and OEWD have further illuminated this critical transition.	This area of interest needs to be integrated into the mapping of a client's experience of the workforce system (see Recommendation #2 on page 32).
Track how clients move from subsidized to unsubsidized employment.	This area was investigated extensively in the initial year of the Inventory. Since then, conversations between HSA and OEWD have further illuminated this critical transition. HSA has also conducted recent program evaluations to better understand this relationship.	Additional conversations between HSA (the primary driver of subsidized placements) and OEWD (the primary driver of unsubsidized placements) are needed to capitalize on best practices for transitioning clients to unsubsidized employment.
Evaluate how effective local mandates are in getting residents hired in private sector employment.	OEWD's Business Services and CityBuild programs collect local hiring data associated with the Local Hire and First Source mandates.	These programs will continue to collect these hiring data to provide a longitudinal perspective on the efficacy of local mandates and report on any policy reforms that may be necessary.
Research the City's role from an employer perspective – internships, apprenticeships, and full-time employment.	Preliminary data has been collected on the City's hiring practices.	Additional conversations and data discovery are needed, especially with PUC, Public Works and DHR (the main drivers of these types of workforce programs). See action steps related to Recommendation #4 on page 38).



SYSTEM RECOMMENDATIONS

RECOMMENDATION #1

Contribute to breaking the cycle of poverty for San Francisco residents through targeted outreach and service delivery

Many local residents have not prospered from San Francisco's recent period of economic growth. For many, it is the continuation of a long cycle of poverty within their families and communities. Contributors to the City's workforce development pipeline must have all of the tools and partnerships necessary to move these residents out of poverty. Tools and partnerships that address employment barriers and access to services and technology are especially valuable.

Recommended Action(s)	Estimated Impact	Proposed Timeline
Formal adoption of the Citywide Workforce Development Plan by all members of the Alignment Committee.	A shared set of goals and action steps for aligning the City's workforce development system.	Complete by April 15, 2017
Convene quarterly Alignment Committee meetings to reach a common understanding of how workforce programs can work in tandem to specifically address the needs of the economically vulnerable and those with employment barriers. Invite relevant stakeholders, such as HOPE SF, as appropriate.	A list of operational steps to strengthen connections between programs to better support vulnerable clients.	Begin by June 15, 2017
Identify the number of working age individuals who fall within priority populations, as well as their location and other relevant demographics.	An understanding of the scope of workforce development needs in the City.	Complete by September 30, 2017
Collect pre- and post-program client income data, as part of the FY 2016-17 City Workforce Services Inventory.	An evaluation of the impact programs have on client income.	Begin by December 31, 2017
Create a systemic partnership with City departments and/or initiatives that are serving families and individuals in poverty (such as HSA, HOPE SF and DHS) to help connect them to City-funded workforce development services.	A process for ensuring economically-vulnerable residents have access to an array of City services, including workforce development.	Complete by March 31, 2019



RECOMMENDATION #1

Contribute to breaking the cycle of poverty for San Francisco residents through targeted outreach and service delivery

Creating a Pipeline for the Economically Vulnerable

The Alignment Committee was created in 2014 to increase efficiencies through interdepartmental coordination. Since then, the Committee has identified unique strengths within each of the leading departments, and developed a vision that connects these programs through a pipeline of progressive services.

When fully implemented, this comprehensive approach to citywide workforce service delivery will enable clients to progress through the full array of services regardless of their point of entry or job readiness. The ability to track clients across departments will be crucial to the success of this approach, both in order to ensure that vulnerable populations do not fall through the cracks, but also to measure system-wide success and identify service gaps and redundancies.

The Committee will work to ensure that, under this comprehensive approach, the workforce system continues to tailor a significant portion of its services to San Francisco’s most economically vulnerable residents. These include low-income, unemployed and underemployed populations, as well as special populations such as transitional-aged youth (TAY), veterans, English Language Learners (ELL), persons with disabilities, and homeless and formerly homeless households (see Table 6). The WCAC also advocated for older individuals (age 55 and up) to be considered among the vulnerable; they may not have sufficient access to services even although they account for 22% of the local labor force.

Successfully addressing the diverse needs of these populations will require strategic collaboration between all stakeholders: City departments, CBOs, employers, and educational institutions. City departments will coordinate with employers to identify and forecast hiring opportunities and with CBOs to customize trainings to the needs of employers. Employers will need to play

a committed role in the development and funding of training programs and the hiring of workforce clients out of these programs. For the pipeline to be efficient and effective, information sharing needs to lead to services that meet the needs of employers and jobseekers alike. System stakeholders must develop a feedback loop to ensure they are all informed and accountable to the clients who need their services most (see Figure 18).

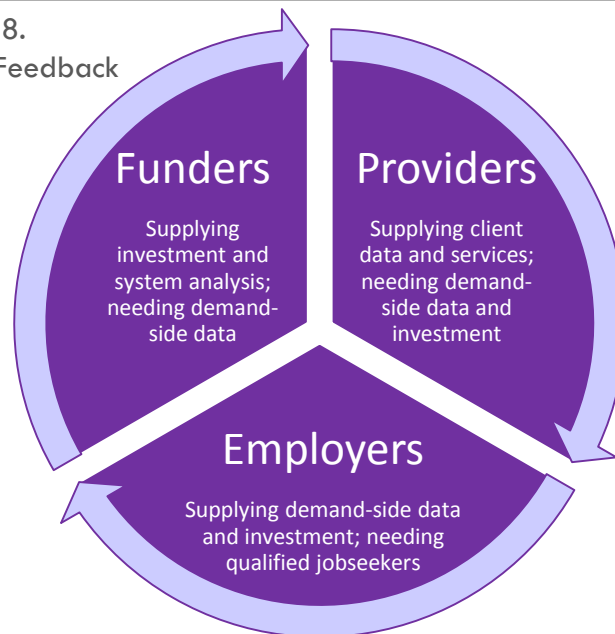
Table 6. Vulnerable Populations and Those with Employment Barriers

Economically Vulnerable	With Employment Barriers
Individuals with less than a high school degree or GED	English Language Learners (ELL)
Public benefits recipients (including Project 500)	Foster care youth
Public housing residents (including HOPE SF)	Homeless or formerly homeless households
Residents below 100% of the Federal Poverty Limit	Individuals lacking right to work documentation
Residents between 100% and 200% of the FPL	Individuals with disabilities
Transitional-aged youth (18-24)	Justice-involved individuals
Underemployed individuals	Long-term unemployed individuals
Unemployed individuals	Older individuals (55+)
Veterans	Single parents

Source: Populations with employment barriers largely came from the Workforce Innovation and Opportunity Act (WIOA). All other populations came from internal conversations of the Committee.

Figure 18.

System Feedback Loop



A Pipeline for Youth

Due to an unemployment rate 1.7 times the City average, transitional-aged youth (TAY) are a priority population within the City's workforce development system. During FY 2015-16, City workforce development programs served 3,387 TAY across 35 programs and 12 different departments, with a total investment of approximately \$12.6 million.

Among City departments, DCYF serves the most number of youth. Almost half of the youth (including TAY) served by the City's workforce development system are served by DCYF-funded programs (see Figure 19). OEWD serves one-third of the total youth served by DCYF, and very few youth who are 17 years old or younger; but the two departments serve comparable numbers of TAY. Given this overlap in service delivery, the TAY age group (18-24 years old) became the focus of alignment conversations between the two agencies this past fall.

DCYF administers a number of citywide youth workforce development programs to TAY, including the Mayor's Youth Employment and Education Program (MYEEP), YouthWorks, and Mayor's Youth Jobs+. Across 11 different San Francisco neighborhoods, MYEEP provides job readiness training, work experience, academic support, and personal development to youth who are challenged in their attempt to access employment.

YouthWorks is a unique high school internship program that teaches 11th and 12th grade students crucial job skills and sparks interest in public service careers through paid internships with City employees. Mayor's Youth Jobs+ is a city-wide program in partnership with the United Way Bay Area and OEWD that helps young adults find employment.

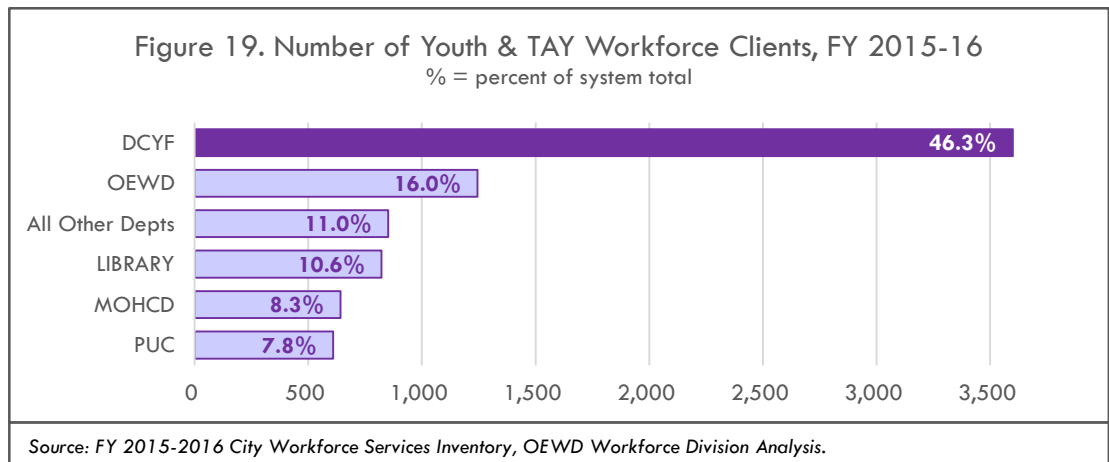
DCYF and OEWD were interested in engaging youth who had participated in these programs and who were interested in more career-oriented work experience, a core tenet of OEWD's sector academy approach. As a result, OEWD included in its 2017 Request for Proposals (RFP) a new young adult subsidized employment program.

The proposed subsidized employment program would create a pipeline into career-track employment for young adults who have experience and skills gained from

previous work, internships, on-the-job training, and/or other subsidized employment (i.e. MYEEP and similar programs), but in need of additional support and training in order to achieve unsubsidized employment in promising job sectors.

HSA and DCYF also discovered benefits to aligning their respective programs providing job readiness services to youth. HSA's Student Work Experience Program (SWEP) and DCYF's MYEEP program both provide similar services by the same provider, except that SWEP targets youth in CalWORKs families. By engaging in exploratory conversations, the two departments learned that the MYEEP waitlist could be alleviated by providing services to eligible youth through SWEP, which was not currently at capacity. Beginning in FY 2016-17, HSA will work order its summer youth employment funds to DCYF so that they can be consolidated into a single contract providing summer youth employment opportunities citywide.

HSA and OEWD found a similar 'win-win' situation for their overlapping youth populations. Through OEWD's Reconnecting All through Multiple Pathways (RAMP-SF) program, which serves TAY with multiple barriers to employment, OEWD has made it a priority that service providers conduct targeted outreach through HSA to identify and enroll eligible youth. RAMP-SF provides services outside of HSA's current youth offerings, making it possible for vulnerable youth to benefit from OEWD's particular workforce strengths.



These strategies connecting youth enrolled in DCYF, HSA, OEWD and other City department-funded programs allow for youth to remain connected to supports beyond age 24, if necessary, as well as take advantage of programs that better serve their interests and circumstances. Youth who complete MYEEP or other workforce development programs may need additional supports or training to become 'job ready' or competitive in their industries of choice. By developing and strengthening the pipeline between youth workforce development and the adult workforce system, stakeholders will ensure that youth have the continued support necessary to meet their employment goals.

Other programs and initiatives have also been developed to address the workforce needs of vulnerable populations in San Francisco:

Project 500

Project 500 is a multi-departmental Mayoral initiative that seeks to interrupt the intergenerational transfer of poverty for 500 of San Francisco's most vulnerable families. The initiative packages together five evidence-based and promising practices - including subsidized employment - that are designed to help families thrive and achieve lasting self-sufficiency.

HOPE SF

HOPE SF is an initiative that seeks to transform four of San Francisco's most distressed public housing sites into vibrant, thriving communities through holistic revitalization. As part of its work, the initiative provides job training to interested TAY residents through OEWD's CityBuild and Reconnecting All through Multiple Pathways (RAMP-SF) programs and HSA's Jobs Now program.

IPO Employment Program

The Mayor's Interrupt, Predict, and Organize (IPO) Employment Program focuses on at-risk or in-risk TAY that reside in high crime neighborhoods of the City. This collaboration relies on the Mayor's Office of Violence Prevention Services, APD, HSA, and other City Departments and community-based organizations to monitor and assist with participants' progress. Each participant is exposed to employment, education and mental health services.

To increase job prospects for IPO participants, OEWD and HSA convened meetings in summer 2016 to discuss how best to supplement existing Public Service Trainee (PST) programming. Through these discussions, the departments decided it was best to refer high school graduates to OEWD's Career Exploration and Career Pathways (IPO-CECP) program. IPO-CECP offers an in-depth overview of entry-level occupations and career pathways through OEWD's sector programs, as well as other sectors and occupations proven to be in-demand through labor market data.

Upon successful completion of the IPO-CECP Program, IPO participants who are interested and eligible for an OEWD sector program (or employment) will transition out of the PST program.

The Work Ahead

These are models for how stakeholders and programs throughout the system can collaborate to meet the employment needs of specific, vulnerable populations. The Alignment Committee is eager to identify new areas for collaboration over the next five years, as well as continually evaluate the program models currently in place.

For more information on the specific activities associated with Recommendation #1, please refer to page 28.



RECOMMENDATION #2

Develop a Workforce Transit Map to show how clients navigate the workforce development system

To effectively move our most economically vulnerable residents into unsubsidized employment with upward mobility pathways, the system must have a clear picture of how clients are currently navigating the system. A visual representation of the client experience will allow the Alignment Committee and other system stakeholders to identify outreach, service and communication gaps delaying positive outcomes for clients. Eliminating these gaps will result in a seamless pipeline for clients from any entry point to self-sufficiency and resiliency.

Recommended Action(s)	Estimated Impact	Proposed Timeline
Convene a working group of the Alignment Committee to develop a Workforce Transit Map detailing the current client experience of the system.	Identification of outreach, service and communication gaps between programs, departments and other system stakeholders.	Complete by September 15, 2017
Formal adoption of the Workforce Transit Map by all members of the Alignment Committee.	A unifying vision of the workforce development system.	Complete by October 15, 2017
Convene a working group of the Alignment Committee to identify programs that could serve as client milestones and 'transfer stations' along the workforce development pipeline, using the Workforce Transit Map as a resource.	An understanding of how programs can work better together to move clients along the pipeline to unsubsidized employment and upward mobility.	Complete by January 31, 2018
Identify gaps in the system for residents in poverty and improve access, as appropriate, to City-funded training programs and other workforce development services, using the Workforce Transit Map as a resource.	Help residents in poverty better navigate City-funded workforce development programs and improve transitions from one City-funded program to another.	Complete by June 30, 2018



RECOMMENDATION #2

Develop a Workforce Transit Map to show how clients navigate the workforce development system

A Strategy for Increasing Unsubsidized Placements

As discussed on page 23 and 24 of the Workforce System Overview section, the Alignment Committee is proud of its recent progress defining system success. Measuring unsubsidized employment placements and client progress toward livable wages gives the system a two-tiered approach that recognizes the important work behind a client becoming job-ready, while also emphasizing the need for retention services and upwardly-mobile career pathways. These are aspirational goals which will help to unify the spectrum of services necessary to meet the needs of San Francisco jobseekers and employers alike.

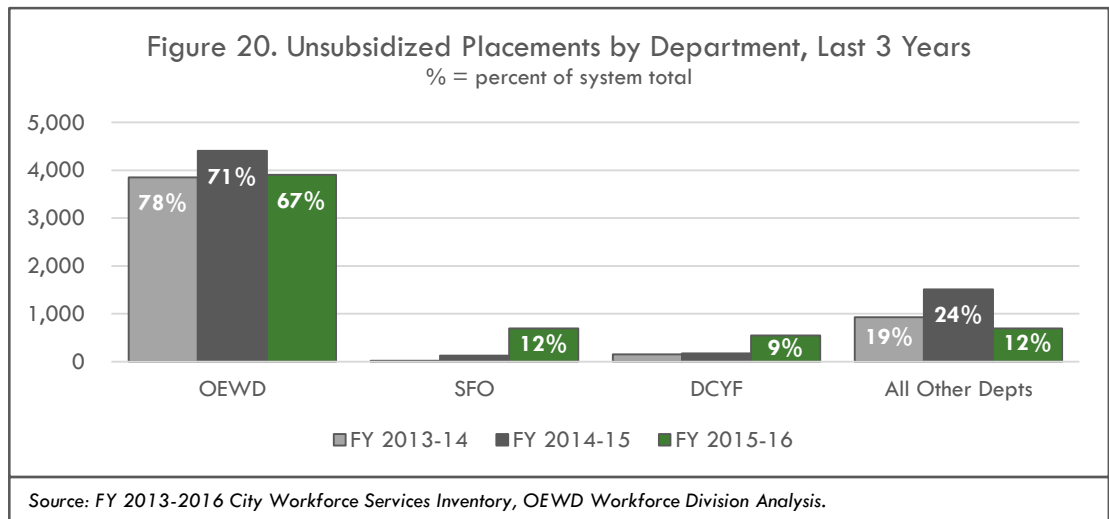
The system is still working towards consistently measuring client income pre and post-program to understand its progress toward livable wages. However, it is further along in measuring unsubsidized employment placements. OEWD is the main driver of these placements in the City (see Figure 20). Six out of seven of its unique program strategies operate under the goal of unsubsidized placement.

Through its sector programs, OEWD offers training to residents for entry and mid-level positions in four growth industries specific to the local economy: Construction, Health Care, Hospitality, and Technology. Each program integrates skill development, support services, and job development to prepare and place individuals into a range of jobs within these industries. The programs were developed in partnership with industry leaders, using the most current labor market information to ensure clients would graduate with sustainable jobs.

Other departments largely specialize in supported work experiences, such as apprenticeships, internships and subsidized employment. Workplace training is a valuable system component, providing clients who may have limited or inconsistent employment histories with paid, resume-building experience. In many cases, workplace training opportunities lead to unsubsidized employment for qualified candidates.

HSA primarily places clients in subsidized employment through its JobsNOW program, with the expectation that employers will retain clients after the subsidy ends. To measure its success in moving clients from subsidized to unsubsidized employment, HSA uses a data match with Unemployment Insurance wage records from the California Employment Development Department. HSA found that 64 percent of FY 2014-15 participants had unsubsidized earnings 6 months after exiting JobsNOW (see Figure 21 on the following page). Among FY 2013-14 participants, 60 percent had unsubsidized earnings 6 months after exit.

For clients in need of additional skills or experience, the Alignment Committee will develop a strategy to align programs across departments so that clients may exit into unsubsidized employment regardless of where and how they enter the system. This will involve tracking the client from the point of entry, ensuring the appropriate programming is available to the client

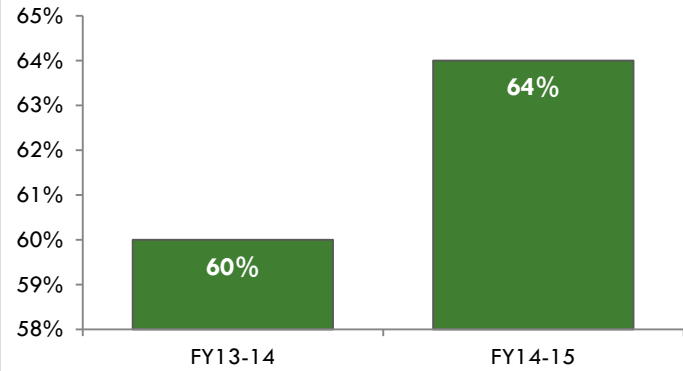


throughout their engagement, and providing placement services when the client is job-ready. In order to accomplish this goal, the Alignment Committee needs to better understand how clients are navigating the system. Using the *Workforce Development Services Summary* on page 25 as a starting point, the Committee will map the client experience of the City's workforce development system.

The Committee imagines that this map, aptly named the *Workforce Transit Map*, may eventually look like the City's MUNI map, reflecting the routes that clients often take to navigate workforce services. Other systems have created similar visualization tools from which the workforce development system can learn and draw inspiration. This tool will make it easier for system stakeholders to identify gaps in the system, whether in outreach, service delivery or communications, and do the work of aligning programs across departments.

For more information on the specific activities associated with Recommendation #2, please refer to page 32.

Figure 21. Percent of HSA Clients Employed 6 Months after Subsidized Employment



Source: HSA Jobs Now Analysis.



RECOMMENDATION #3

Build data sharing infrastructure across City workforce development departments

Once we have a shared understanding of the current and desired client experience, we must build data sharing infrastructure to inform how best to move clients through the pipeline. City departments need to agree on a common set of data elements that will be collected and reported by their respective programs. This data must inform system stakeholders of client milestones to facilitate successful progression through the pipeline. A universal client management system is necessary for this level of data sharing.

Recommended Action(s)	Estimated Impact	Proposed Timeline
Convene a joint working group of the Alignment Committee and nonprofit service providers to draft a common set of data elements that would allow system stakeholders to track clients at any point in the pipeline, as well as assess system success.	An agreed-upon set of common data elements that community-based organizations can collect and City departments can use for reporting and evaluation purposes.	Complete by June 30, 2017
Formal adoption of common data elements by all members of the Alignment Committee; these data elements will be collected and analyzed as part of the FY 2017-18 City Workforce Services Inventory.	A more comprehensive system-wide data set to guide decision making about outreach and service delivery strategies.	Complete by September 30, 2017
Connect the Human Services Agency's Salesforce GovCloud system with the Office of Economic and Workforce Development's Jobs Portal.	Pilot data sharing between workforce development departments.	Complete by December 31, 2017
Convene a working group of the Alignment Committee to develop data sharing agreements between departments, using resources from the City's ShareSF Program.	Discovery of challenges and opportunities with a shared client management system.	Complete by June 30, 2018
Based on findings from the working group on client data reporting requirements and needs, submit a budget request to expand the capacity and connectivity of the Jobs Portal.	Ability to track workforce clients from entry to exit; make meaningful referrals; evaluate system success by unsubsidized employment and upward mobility.	To be submitted as part of FY 2018-19 budget



RECOMMENDATION #3

Build data sharing infrastructure across City workforce development departments

Standardizing Data Collection

The City's workforce development system collects a wealth of data on program services, budgets and client demographics and outcomes. These data are largely reported by nonprofit service providers or departmental staff, depending on who is administering services to clients; data is usually uploaded into systems maintained by City departments. The Alignment Committee requests and combines these data through the annual City Workforce Services Inventory process to better understand how the system operates and where improvements can be made.

The City Workforce Services Inventory has evolved over the last three years. With each new iteration, additional data elements have been requested to provide important insights for system stakeholders. Analysts and program personnel from all 17 participating departments have worked hard to satisfy these new data requests, but in many cases, individual programs or departments do not collect the same data elements. This inconsistency in data collection and reporting makes it difficult for the Alignment Committee and other system stakeholders to evaluate the workforce development system as a whole. In its present form, the City Workforce Services Inventory allows for a relatively clear picture of program goals, services and investment, but a less clear picture of who the system serves and whether it is achieving its intended client outcomes.

In order to evaluate system success, each department that invests into the City's workforce development system must collect and report the same core, client-level data elements. As part of its analysis of San Francisco workforce development contracts and programs released in June 2016, the Harvard Kennedy School Government Performance Lab (GPL) recommended that

departments collect participation and outcomes metrics that indicate whether the system is effectively meeting client needs (see Appendix C on page 53). In particular, GPL recommended metrics that track whether high need populations, including low-income and unemployed individuals, are accessing services at a rate proportional to their needs. This approach will provide system stakeholders with a clear picture of where services are being accessed and by whom; whether these services are resulting in anticipated outputs and client outcomes; and whether the system is meeting its goal of providing services to those who need it most.

The participation and outcomes metrics included in Appendix C will serve as a starting point for a joint working group of the Alignment Committee and representatives from the nonprofit service provider community to discuss data elements necessary for client tracking and program and system evaluation. It is the intent of the Committee to complete this work in advance of July 1, 2017 to allow time to modify service provider contracts and implement new data collection and reporting protocols.

A Universal Client Tracking System

In 2013, Mayor Lee announced his 17-Point Jobs Plan, which included the objective of making government more responsive and effective through shared data initiatives and innovative technological solutions. As an early adopter of demand-driven service delivery within the City's workforce development system, the Office of Economic and Workforce Development (OEWD) is spearheading the use of technology solutions such as the San Francisco Jobs Portal.

The San Francisco Jobs Portal ("Jobs Portal") is a virtual meeting place for jobseekers and employers. Once it launches to the public in spring 2017, it will serve as a centralized online job market that will be accessed by employers, jobseekers, service providers and OEWD, creating a standardized application process for all system stakeholders. As a stakeholder connector, it will break down silos between City-funded job placement programs, creating a unified jobseeker and employer database.

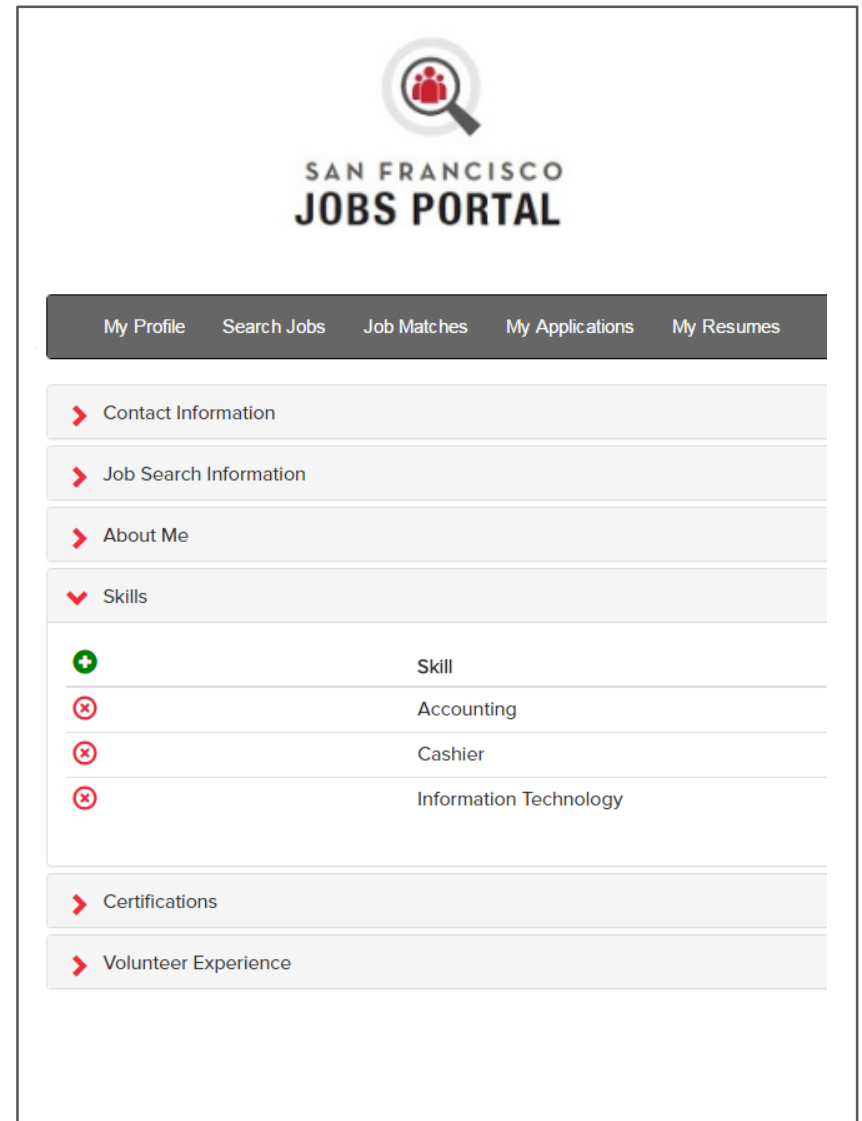
The Jobs Portal will expand the pool of employment opportunities available to local jobseekers in the workforce development system and the pool of qualified applicants available to employers; service providers will screen

applicants for available jobs based on fit, aptitude and minimum skill requirements, ensuring a vetted group of candidates for employers to choose from. By relying on service providers (who know their workforce clients more intimately than employers) to help facilitate these ‘transactions’, the Jobs Portal aims to increase the number of job placements that are successful for both parties (i.e. increased retention). Initially, the Jobs Portal will focus only on employment vacancies that fall under the City’s First Source Hiring Program before being rolled out to the broader employment market. Over time, the system will also become a valuable source of data on local labor trends, citywide workforce performance metrics, and potentially, a coordinated entry system.

HSA and DCYF have expressed interest in developing a connection with the Jobs Portal that would meet their particular needs. In 2016, HSA confirmed migration of one of its client management systems to the Salesforce GovCloud, with an estimated completion in early summer 2017; once OEWD migrates its Jobs Portal to the GovCloud, it will allow data to be shared with and between HSA’s system and the Jobs Portal. Data sharing between HSA and OEWD will help identify client overlap and how clients navigate between public assistance programs and the workforce development system. Once this connection is established, DCYF will pursue a similar arrangement.

The long-term aspiration of the Alignment Committee is to create a universal client tracking system that would reduce the amount of time spent by nonprofit service providers on non-client activities, such as data entry, while allowing the City to evaluate program quality and coordinate entry and exit from the workforce development system. Such a system would also help the City understand how clients utilize workforce development services, including the frequency and order of program usage. This aspiration may be realized through an expansion of the Jobs Portal, or through solutions that connect systems to each other.

For more information on the specific activities associated with Recommendation #3, please refer to page 35.



RECOMMENDATION #4

Actively use demand-side relationships and data to guide workforce development programming

Supply-side data from programs and clients is only one half of the workforce development pipeline. Demand-side relationships with private and public employers are essential for guiding program curricula, forecasting actionable hiring opportunities, and providing monetary support for system offerings. System stakeholders must leverage existing relationships and build new ones to ensure all contributors have the information and connectivity necessary to move clients through the pipeline into real employment opportunities.

Recommended Action(s)	Estimated Impact	Proposed Timeline
Led by DHR, convene a public sector working group composed of department heads and human resources specialists from the City departments most impacted by employee retirements, to plan for near and long-term succession needs and strategize use of workforce services.	Increased human resources efficiencies; greater entry and mobility options for jobseekers.	Begin by April 30, 2017
Led by OEWD and HSA, conduct an easy-to-replicate analysis of near and long-term (6+ months) hiring, using labor market information and private sector hiring forecasts, to share with departments and nonprofit service providers.	Increased training and placement program efficiencies; greater entry and mobility options for jobseekers; increased private investment in the public workforce system.	Complete by October 31, 2017
Identify opportunities for low-income and underemployed residents to access and progress in private sector occupations, to share with departments and nonprofit service providers.	Greater entry and mobility options for economically-vulnerable jobseekers.	Complete by October 31, 2017
Identify opportunities for low-income and underemployed residents to access and progress in public sector occupations, to share with departments and nonprofit service providers.	Greater entry and mobility options for economically-vulnerable jobseekers.	Complete by December 31, 2017
Issue a policy brief based on primary stakeholder conversations and case study research, which will cover best practices and outline options for private sector investment into the workforce development system.	Increased private investment in the public workforce system; improved outcomes.	Complete by April 30, 2018
Convene a working group of the Alignment Committee to discuss how to coordinate business services across the departments that rely on employer relationships to drive hiring from their programs.	Increased program efficiencies; greater entry and mobility options for jobseekers.	Complete by June 30, 2018

RECOMMENDATION #4

Actively use demand-side relationships and data to guide workforce development programming

Private Sector Engagement

The City's workforce development system is comprised of two general approaches: service delivery, and direct employment. The top three workforce funders, HSA, OEWD and DCYF, provide jobseekers with services ranging from resume and placement assistance to industry-specific trainings. Roughly two-thirds of the City's workforce dollars support this approach. The remaining 33% goes to programs with a direct employment approach (e.g. internships and apprenticeships). The latter approach tends to serve fewer clients with more dollars. This is because many of these programs shoulder the full expense of participants' salaries and expenses such as for specialized industry tools and equipment.

The service provision model relies heavily on relationships with private employers and business associations, amongst other private entities. These public-private partnerships can help drive job placements, training curricula that is adaptive to employer needs, and more accurate forecasts of employer demands and economic conditions. Labor market projections from proprietary resources such as EMSI and JobsEQ are largely based on historic data trends and thus, have their limitations; employers must verify these projections, especially as they relate to replacement jobs and hiring growth based on unforeseen events.

Over the last five years as job growth accelerated in San Francisco, these public-private partnerships helped hire hundreds of qualified jobseekers. Now that employers are finding it more difficult to identify qualified candidates, a 'deepening' of these relationships is necessary to meet the demand. Additional resources are needed to expand the number of customized trainings in the City. Providers and funders of workforce services need to work with their private sector partners to understand the types of service offerings for which employers would be willing to contribute financially and with other types of support.

Possible models include customized training designed to specific employer specifications, and registered apprenticeship models, in which clients receive a combination of classroom-based training and paid training at the work site. These and other similar models would ensure that these highly customized trainings are valuable to employers and jobseekers alike. To meet employer demand, departments focused on service provision will need to coordinate closely with CBOs around hiring demand and engage employers in curriculum development.

OEWD's employer engagement approach uses strategies adapted to the culture of, and practices within, each of its target industries to cultivate organic networks of stakeholders. Beginning with informal interactions with industry leaders to build trust and solidify interest, the engagement strategy shifts the paradigm of employers as advisors to one of employers as strategic partners integral to the success of program operations. OEWD staff perceives that offering employers engagement opportunities ranging from low-commitment events (e.g., attending informal breakfasts and lunches) to higher-commitment events (e.g., hosting interns or networking events) has allowed OEWD to engage with a larger number of employers than a traditional model of committee meetings.

HSA has a unit of Business Account Representatives whose role is to engage local for-profit and non-profit businesses to participate in its JobsNOW program. JobsNOW uses a subsidized employment model to create access to jobs for San Francisco's most marginalized individuals, those on public assistance, while also acting as an economic development stimulus to help local small and medium-sized businesses grow. Staff contact approximately 2,500 local businesses annually and have developed wage subsidy agreements with over 620 individual companies. Additionally, HSA offers free services to employers, including jobseeker recruitment and testing, job screening, matching and placement, interview space, and site visits.

Given their history with successful employer engagement, OEWD and HSA will take the lead on gathering information from private employers and business associations to assess near and long-term hiring needs, as well as the City's value proposition in addressing those needs. The Alignment Committee will determine the most efficient and effective ways for departments to engage with employers and ensure relevant hiring information is disseminated to the appropriate system stakeholders – a communications approach that is sorely lacking in our system.

By not coordinating its employer engagement strategy, the City may inadvertently alienate employers and service providers who want a clear path for how to take advantage of its resources.

For a list of industries into which departments are currently training and placing clients, please refer to Appendix E on page 58.

The City as Employer

The City and County of San Francisco – the largest employer in the City – is anticipating its own workforce challenges, as the number of employees reaching retirement age nears 10,000. The Great Recession may have delayed some employee retirements, but San Francisco is now experiencing unprecedented economic growth and can expect increasing numbers of eligible employees to begin cashing out their retirement benefits.

In 2014, the City employed 9,453 individuals at or above the City’s retirement age of 53. At the time, these individuals accounted for roughly one-third of the City’s workforce, and their average length of service was 18 years, or two years shy of the minimum years of service required for retirement benefits. We can expect that both the population of retirement-age individuals and the retirement-eligible portion of this group will have grown in the intervening years.

The majority of retirement-age City employees work in the Department of Public Health (DPH), the Municipal Transportation Agency (MTA), the Public Utilities Commission (PUC), the Human Services Agency (HSA), and the Airport (SFO) (see Table 7). For these departments, succession planning is a necessity for continuing operations without costly delays in hiring and the loss of institutional knowledge.

The Department of Human Resources (DHR) has outlined several strategies to prepare City departments for the departure of retiring staff. Among them are paid internship and fellowship programs, which could provide opportunities for local workforce clients to become City workers. A number of City departments, including PUC and Public Works, are already implementing this strategy.

Of those occupations with the highest numbers of retirement-eligible employees, Transit Operators (MTA), Nurses and Nursing Assistants (DPH), Engineers (PUC), and Eligibility Workers (HSA) are likely candidates for

succession planning and workforce training. Additional analysis is necessary to target entry-level positions that can provide opportunities for our most economically-vulnerable populations.

OEWD’s success placing clients into high-growth sectors through its sector academies positions it to play a key role in the City’s succession planning efforts. Leveraging its partnerships with educational institutions and CBOs, OEWD could adapt or use existing sector training programs to fill City occupations in which significant turnover is anticipated. Trainings could be offered to workforce clients as well as incumbent City workers. OEWD could also work across City departments to identify common minimum hiring requirements and develop customized, cohort-style training programs to fill vacated positions. Some of this data discovery process is already underway and will continue through a new public sector working group going forward.

DHR will lead this public sector working group and use its expertise to help identify specific hiring and training needs. As the City’s largest employer, local government could impact the economic trajectory of many of its most vulnerable residents by continuing to hire from its workforce development system.

For more information on the specific activities associated with Recommendation #4, please refer to page 38.

Table 7. City Departments with the Largest Succession Planning Needs			
Department	Total Employees	Total Employees At or Over 53	% of Workforce at Retirement Age
Public Health	5,922	2,369	40.0%
Municipal Transportation Agency	4,876	1,946	39.9%
Public Utilities Commission	2,068	825	39.9%
Human Services Agency	2,293	631	27.5%
Airport	1,456	629	43.2%
Police	2,590	422	16.3%
Department of Public Works	1,105	385	34.8%
Recreation and Park	755	298	39.5%
Fire Department	1,488	237	15.9%
Sheriff	1,009	193	19.1%
Total	23,562	7,935	33.7%
% of Total City Employment	81.6%	27.5%	

Source: Department of Human Resources, Citywide Workforce Data Analysis, FY 2013-14.

RECOMMENDATION #5

Continue to streamline procurement and contracting across City workforce development departments

The tools and partnerships that effectively move clients along the pipeline can be made more efficient through administrative improvements. For City workforce development departments who contract service delivery to community-based organizations, efficiencies may be gained through streamlining procurement and contracting. Realized cost savings may mean more money for programs and clients.

Recommended Actions	Estimated Impact	Proposed Timeline
Align planning processes through shared procurement schedules and strategies.	Potential cost savings and maximized resources.	Complete by September 30, 2017
Coordinated by OEWD, convene working groups to identify and measure overlap in contracts with CBOs receiving workforce funds from three or more City Departments. Where applicable, amend scopes of work to ensure consistent program outcomes and other service delivery or reporting language.	Potential cost savings and maximized resources.	Complete by May 31, 2018
Explore the implementation of joint workforce program monitoring, using resources from the City Controller's Office.	Potential cost savings and maximized resources; consistent performance expectations.	Complete by September 30, 2018



RECOMMENDATION #5

Continue to streamline procurement and contracting across City workforce development departments

Coordination of Services

This is the first year the City Workforce Services Inventory collected information about the community-based organizations (CBOs) that a number of departments contract with to provide workforce services. Eleven departments contract with CBOs for at least a portion of their workforce service delivery needs. Four departments (APD, DCYF, DPH, and PORT) contract with CBOs for all of their workforce investments.

Over 105 unique CBOs provide workforce services for the City's workforce development system. The majority (69%) of these CBOs have a contractual relationship with only one City department.

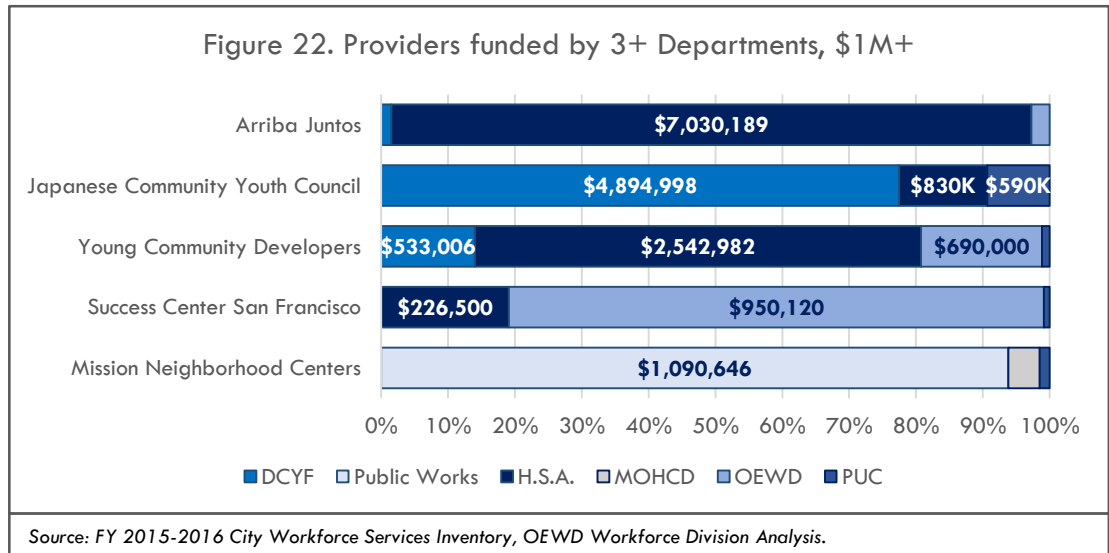
However, nine CBOs receive workforce funding from three or more City departments, and another 24 CBOs receive funding from two departments. San Francisco Conservation Corps is the only CBO that receives funding from five different City departments; Young Community Developers and Hunters Point Family each receive funding from four. For a list of workforce service providers by department, please refer to Appendix D on page 55.

In some cases of multiple City funders, the vast majority of funding comes from one department; for example, Arriba Juntos receives 96% of its City workforce funding from HSA (see Figure 22). In other cases, funding is distributed more evenly, as with Community Youth Center of SF, which receives between 13% and 46% from each of its City workforce funders. Five out of the nine CBOs with funding from three or more departments receive more than \$1 million in total City workforce funding (see Figure 22).

These instances of multiple City funders represent opportunities for the City's workforce development system to gain efficiencies by changing its approach to procurement and contracting. Because departments procure at different times of the year, in different cycles (e.g., three-year funding cycles versus five-year funding cycles), and with different funding source requirements (e.g., federal grants versus City general fund dollars), departments have had difficulty aligning procurement processes in the past.

Recently, however, OEWD, HSA, and DCYF have begun including each other in their respective procurement planning processes. Without adjusting when or how they procure, the departments can still identify the types of services and strategies for which they plan to procure. When common scopes of work are identified, the departments can revise their strategies in concert to prevent possible duplication of services.

Funding the same service providers does not necessarily mean City departments are funding similar workforce services. In many cases, a provider's scope of work with one department will be different than another because of different target populations and different service approaches. For this reason, it is important that City departments share information with each other about their service strategies and contracts to determine when



contracts are complementary (and should remain separate) and when they overlap (and could gain efficiencies from coordinated procurement and contracting).

Based on the new data collected in the FY 2015-16 City Workforce Services Inventory, there is reason to believe a number of service provider contracts may be funding similar services. Of the nine CBOs who are funded by three or more City departments, seven appear to provide common or similar services, based on departmental reporting (see Table 8).

If departments do not coordinate about potential contract overlap (as well as gaps in service), the City’s workforce development system may not be maximizing its investments or creating a contractual environment that best positions CBOs to succeed.

If the proposed universal client tracking system (see Recommendation #3) also included a contract management component, it would allow side-by-side reporting of CBO contractual information and performance outcomes. Such a system would enable departments to more accurately identify whether providers are meeting contractual goals, when to provide technical assistance, and how to renegotiate scopes of work to better support CBOs and their clients.

Additionally, when CBOs are funded by multiple departments, they are typically required to report similar data into multiple contract management systems. Reporting is labor-intensive for CBOs, and often results in less time for client services.

City contracts can be aligned and streamlined in other ways as well. Allowing City workforce departments to work-order funds and add in scopes of work to existing contracts could save CBOs on administrative costs and allow for faster contract execution. Funding could be administered faster, improving the ability of CBOs to budget for programs and potentially reducing the use of short-term debt to stabilize operations.

Continuing to streamline procurement and contracting may represent opportunities for administrative cost savings and help improve relationships with our valued CBO partners (see Table 9). For more information on the specific activities associated with Recommendation #5, please refer to page 41.

Table 8. Common Services, Providers Funded by 3+ City Departments

Service Provider	City Funders	Common Service(s)
Arriba Juntos	HSA, OEWD, DCYF	Barrier Remediation/Support Services
Community Youth Center	OEWD, DCYF, MOHCD	Job Readiness Training
Episcopal Community Services of San Francisco	HSA, OEWD, MOHCD	Barrier Remediation/Support Services
Hunters Point Family	DCYF, OEWD, PORT, Public Works	Job Readiness Training
Mission Neighborhood Centers	Public Works, MOHCD, PUC	Basic Skills Training
San Francisco Conservation Corps	OEWD, DCYF, PORT, PUC, MOHCD	Job Readiness Training
Success Center San Francisco	OEWD, HSA, DCYF, PUC	Career Awareness

Source: FY 2015-16 City Workforce Services Inventory, OEWD Workforce Division Analysis.

Table 9. CBO Benefits from Aligned Procurement and Contracting

Benefits:
- Responding to fewer procurement solicitations
- Reporting into fewer data management systems
- Managing fewer relationships with City contract managers
- Consistent performance requirements and expectations
- Potential for faster contract execution and payments

CONCLUSION



This year's Citywide Workforce Development Plan signifies an important step in operationalizing how the Alignment Committee and its partners will tackle the challenges facing San Francisco's labor force, especially its most economically vulnerable. The Committee now has a roadmap of action steps for the next two years (see Appendix F on page 59) – an essential element given the many day-to-day responsibilities of the departments (and personnel) around the table. Achieving a commitment to these recommendations and action steps from each of the five participating departments signals the buy-in and momentum necessary to accomplish this critical work.

The Alignment Committee recognizes that the City's workforce development system is in many ways not yet a 'system'. Progress has been made in developing a shared set of terminology, in coordinating programs and procurement across core departments, and in understanding service gaps and overlap across the system. But improvements are still needed in how system stakeholders communicate, including the collection and sharing of data.

Standardizing program and client data would allow the City to definitively evaluate whether its workforce development programs are meeting the needs of employers and the labor force. Making client data readily accessible to system stakeholders would help to facilitate client progress toward unsubsidized employment placement and upward mobility goals. Coordinating employer engagement and refining how the City analyzes and disseminates labor market information would maximize opportunities for jobseekers and employers alike.

While the recommended action steps outlined in this Plan are largely focused on building or improving system infrastructure, the Alignment Committee recognizes this infrastructure is in the service of one overarching goal: to break the cycle of poverty for San Francisco residents in need. The system already has a number of models for addressing the needs of its most vulnerable clients, including the HOPE SF and Project 500 initiatives. The Committee looks forward to building off of these successes to improve service to additional priority populations across the city.

The data and action steps in this Plan are just a starting point. Action steps will be updated each year as progress is made to ensure the system is continually building upon its successes and discoveries over the next five years. The Alignment Committee is confident that this is the blueprint for how our partners in the City's workforce development system can work together to transform the lives of the more than 100,000 San Francisco residents living in poverty.

APPENDICES

A long-exposure photograph of a city at night, viewed from an elevated position. The city lights are visible in the background, and a winding road in the foreground is illuminated by light trails from moving vehicles. The sky is dark, and the overall scene is a mix of natural and artificial light.

APPENDIX A

Alignment Committee City Departments

The Alignment Committee (“the Committee”) consists of one member designated by the Mayor, one member of the Board of Supervisors or a City employee designated by the Board (with the department head’s approval), the Director of Workforce Development at the Office of Economic and Workforce Development, and the department heads of the following City departments: Human Services Agency of San Francisco (HSA); Department of Children, Youth and Their Families (DCYF); San Francisco Public Utilities Commission (PUC); and Department of Public Works (“Public Works”).

Department of Children, Youth & Their Families

www.dcyf.org

The San Francisco Department of Children, Youth and Their Families (DCYF) brings together City government, schools, and community-based organizations to help our city’s children and youth, birth to age 24, and their families lead lives full of opportunity and happiness. We strive to make San Francisco a great place to grow up and this requires resources, community engagement, collaboration, coordination, and creativity. Through our work we help children and youth to be healthy, successful in school and prepared for the future, engage in positive activities when school is out, to contribute to the growth, development and vitality of San Francisco, and live in safe and supported communities.

DCYF manages grants for over 400 programs, including contracting and fiscal/performance monitoring; provides technical assistance to grantees; conducts data analysis and evaluations of department services; plans, researches, develops, and implements the department’s five year strategic plan including Community Needs Assessment (CNA), Services Allocation Plan (SAP) and Request for Proposals (RFP); and convenes and manages stakeholder and advisory bodies to promote systems alignment and support strategy development.

DCYF’s Youth Workforce Development programs help to prepare young people for adulthood by providing opportunities for exposure to career options, teaching skills and competencies that are relevant to both education and employment and ensuring that young people have the ability to navigate the labor market. In addition these programs are rooted in youth development and cultural competence and are able to ensure that young people are learning in a supportive environment.

Department of Public Works

www.sfdpw.org

The Department of Public Works designs, builds, operates, maintains, greens, and improves the City’s infrastructure, public right-of-way, and facilities with skill, pride, and responsiveness in partnership with the San Francisco community.

Public Works provides services through the following program areas: Building Design and Construction, Building Repair, Infrastructure Design and Construction, Street and Sewer Repair, Street Environmental Services and Urban Forestry, and Street Use and Mapping. In partnership with HSA, JobsNOW and local unions, Public Works provides training to hundreds of participants through apprenticeship programs in Cement Masonry, Gardening, and Laborer/Environmental Services.

Human Services Agency of San Francisco

www.sfhsa.org

The Human Services Agency (HSA) promotes well-being and self-sufficiency among individuals, families, and communities in San Francisco. HSA is comprised of three separate departments. The Department of Aging and Adult Services (DAAS) is charged with planning, coordinating, providing, and advocating for community-based services for older adults and individuals with disabilities, and works with nearly 56,000 San Franciscans each year. The Department of Human Services (DHS) works with approximately 200,000 San Franciscans each year to provide critical housing, nutrition assistance, health coverage, income support, and child welfare services. The Office of Early Care and Education (OECE) is charged with aligning and coordinating federal, state and local funding streams to improve access to high quality early care and education for children 0-5, to address the needs of the early care and education workforce, and to build early care and education system capacity.

HSA also offers business services to employers and limited employment services for San Francisco's public assistance recipients, as well as other high barrier populations, including foster youth, homeless individuals and seniors looking to reenter the workforce. HSA offers services to the general public through its Career Link Centers. Career Link Centers provide residents with job listings, career counseling and job placement services.

Office of Economic & Workforce Development

www.oewd.org

The Office of Economic and Workforce Development (OEWD) supports the City's economic vitality through key programs focused on neighborhood commercial corridors, workforce development, joint development projects, industry-focused business recruitment and retention, small business assistance, and international business development.

OEWD's Workforce Development Division coordinates the San Francisco Workforce Development System, which is a network of public, private, and nonprofit service providers that serve San Francisco jobseekers and employers. OEWD works to connect jobseekers with employment opportunities in growing industries by providing industry-aligned job training and access to job search assistance at community based neighborhood access points throughout the City.

San Francisco Public Utilities Commission

www.sfwater.org

The San Francisco Public Utilities Commission (PUC) provides customers with high quality, efficient, and reliable water, power, and wastewater services in a manner that values environmental and community interests and sustains the resources entrusted in their care. The PUC provides services through the following enterprises and bureaus: Water Enterprise, Waste water enterprise, Hetch Hetchy Water and Power. The Water Enterprise is responsible for collecting, treating, and distributing 222 million gallons of water per day to 2.6 million people in the Bay Area. The Waste Water Enterprise collects, transmits, treats, and discharges sanitary and storm water flows generated within the City for the protection of public health and environmental safety. Hetch Hetchy Water and Power is comprised of the Power Enterprise and the upcountry operations of the Water Enterprise. This includes the collection and conveyance of approximately 85 percent of the City's water supply and the generation and transmission of electricity from that source.

PUC is committed to providing enriching employment opportunities through a variety of formal internship programs and collaborative relationships with local community and government partners, schools, and colleges. For more than twenty years, they have provided summer jobs, work experience and exposure to careers in the utility industry for hundreds of students and early career professionals in a variety of fields, including engineering, water resources and management, finance, human resources and information technology.

APPENDIX B

2017 City Workforce Alignment Draft Glossary

Contract Goals (4): Primary goal of the program within the contract term.

Career and educational advancement: Advance skills and/or further educational goals to upskill the current workforce or improve career opportunities for youth or adults.

Job readiness: Prepare participants to be successful job candidates for employers industry wide, not necessarily geared toward a particular job placement.

Subsidized employment: Provide paid work experience for participants who are unable to successfully compete for an unsubsidized job; offers employers incentives to provide work experience and On-the-Job Training for prospective employees. Subsidized employment is employment that is in any part subsidized by third-party funds. See Service Types for additional information.

Unsubsidized employment: Match participants to unsubsidized employment that best fits their skills, aptitudes and experience; work with earnings provided by an employer not financed by a third-party or receiving a subsidy for the creation and maintenance of the employment position.

Service Types (11): Types of services that are included in scopes of work for workforce development contractors.

Barrier remediation/support services: Legal, financial, or individual support services to address barriers to employment such as criminal background, fines or fees, driver's license and government identification, legal right to work in the U.S., child care, child support, transportation, or similar.

Basic skills training: Basic academic skills, remedial learning and intentional skill building programs, teaching generally applicable skills such as English language, literacy and numeracy, typing, and computer literacy.

Career awareness: Includes job shadowing, work site visits, and career mentorships.

Job shadowing is a career-exploration activity in which youth observe the workday of a professional, interact with clients or customers, and attend meetings and other appointments. Job shadows help youth explore a field of interest while developing research skills and building occupational knowledge through a facilitated and active-learning process. Job shadows may be brief (less than 1 week) or extended (1 month or more) and may include rotating through various departments or sectors of a business (Luecking, 2009, p. 14).

Work site visits are visits by youth to workplaces to learn about the jobs and the skills required to perform them. Visits and meetings with employers and people in identified occupations outside of the workplace are also types of career-exploration activities from which youth can learn about jobs and careers. Typically, such visits are accompanied by discussion with youth about what they saw, heard, and learned (Luecking, 2009, p. 14).

Career mentorships are formal learning partnerships between youth and employed adults for purposes of sharing technical information, institutional knowledge and insight with respect to a particular occupation or profession. Formal mentoring programs match mentors with mentees to meet specific learning objectives while helping those individuals in the mentoring relationship to identify and develop their own talents.

Employment support: Wraparound services, case management, and retention and ancillary support services that help an individual acquire and maintain employment.

Job readiness training, general: General work behavior and hard and soft skills training for employment across industries; includes work awareness, labor market knowledge, occupational information, values clarification and personal understanding, career planning and decision-making, positive work habits, attitudes, and behaviors such as punctuality, regular attendance, presenting a neat appearance, getting along and working well with others, exhibiting good conduct, following instructions and completing tasks, accepting constructive criticism from supervisors and co-workers, showing initiative and reliability, and assuming the responsibilities involved in maintaining a job, [as defined by the Employment and Training Administration](#). Job readiness also includes service learning or hands-on volunteer service.

Job readiness training, sector-specific: Soft skills training targeted toward a specific sector or industry; for example, hospitality job readiness has a heavy emphasis on customer service, since most front of house food services and retail positions require heavy consumer interaction; health care job readiness would include aspects such as medical terminology and effectively navigating the health care system.

Job search and placement: Résumé assistance, interview preparation, online application assistance and job search strategies for individuals to help participants acquire subsidized or unsubsidized employment.

Mental & behavioral health: Behavioral health services to help participants gain and maintain employment.

Vocational assessment: Assessment of an individual's abilities and desires in order to determine needs for employment and appropriate career path.

Vocational training: Contextualized training for a particular type of industry, profession, or vocation; more advanced than basic skills training, and should be industry recognized. It includes long-term occupational training consisting of specific classroom and work-based study in a specific occupation leading to a degree or certificate, [as defined by the Employment and Training Administration](#).

Workplace training: Includes apprenticeships, internships, On-the-Job Training (OJT), and subsidized employment.

Apprenticeships are a combination of on-the-job training and related instruction in which workers learn the practical and theoretical aspects of a highly skilled occupation. Apprenticeship programs can be sponsored by individual employers, joint employer and labor groups, and/or employer associations, [as defined by the Department of Labor](#). They are formal, sanctioned work experiences of extended duration in which an apprentice learns specific occupational skills related to a standardized trade, such as carpentry, plumbing, or drafting. Many apprenticeships also include paid-work components (Luecking, 2009).

Internships are career-preparation activities in which youth are placed in a business for a defined period of time to participate in and observe work in a given industry first hand. Internships are highly structured, time-limited experiences that occur at a workplace. Unlike other work experiences, internships often allow youth to rotate through a number of departments and job functions (Luecking, 2009, p. 16).

OJT is training by a public, private or non-profit employer that is provided to a paid participant while engaged in productive work in a job that provides knowledge or skills essential to the full and adequate performance of the job; is made available through a program that provides reimbursement to the employer of a percentage of the wage rate of the participant for the extraordinary costs of providing the training and additional supervision related to the training; and is limited in duration as appropriate to the occupation for which the participant is being trained, taking into account the content of the training, the prior work experience of the participant, and the service strategy of the participant, as appropriate, [as defined by the Workforce Innovation and Opportunity Act \(WIOA\)](#).

Subsidized employment is placement in jobs in which wages are paid fully or partially to the employer by public funds, a private foundation, or another third party source; for youth, such work may be scheduled during or after the school day, and it may be integral to a course of study or simply a separate adjunctive experience. Includes transitional jobs that are time-limited work experiences that are subsidized and are in the public, private, or nonprofit sectors for individuals with barriers to employment who are chronically unemployed or have an inconsistent work history, [as defined by WIOA](#).

Service Populations (23):

Service populations may refer to specific populations targeted for program participation based on need or departmental priority, or program eligibility requirements imposed by funding source, legal or political consideration, and/or departmental priority.

Populations by Age

Adults, all: Individuals who are age 18 or older, [as defined by WIOA](#).

Older individuals, all: Individuals who are age 55 or older, [as defined by WIOA](#).

Transitional-Aged Youth (TAY), all: Individuals who are between the ages of 16 and 24 years old, [as defined by the Department of Children, Youth & Their Families \(DCYF\)](#).

Youth, all: Individuals who are between the ages of 14 and 17 years old; the [Fair Labor Standards Act \(FLSA\)](#) sets 14 as the minimum age for most non-agricultural work; different age requirements apply to the employment of youth in agriculture.

Other Service Populations

Disconnected (or off-track) youth: Youth who are not connected to school or employment, and often have one or more of the following attributes: have dropped out of school; are pregnant or parenting; are or have experienced homelessness; have criminal/juvenile justice involvement or history; have a disability; are current or former foster youth; have academic skills significantly below grade level; are LGBTQQ; or are undocumented.

Dislocated worker: An individual who has been terminated or laid off, or who has received a notice of termination or layoff, from employment; is employed at a facility at which the employer has made a general announcement that such facility will close; was self-employed but is unemployed as a result of general economic conditions in the community in which the individual resides or because of natural disasters; is a displaced homemaker; or is the spouse of a member of the Armed Forces on active duty and who has experienced a loss of employment as a direct result of relocation to accommodate a permanent change in duty station of such member; is the spouse of a member of the Armed Forces on active duty; or other criteria [as defined by WIOA](#).

English Language Learners (ELL) or individuals with Limited English Proficiency (LEP): Individuals who have limited ability in reading, writing, speaking, or comprehending the English language, and whose native languages are languages other than English; or who live in a family or community environment where a language other than English is the dominant language, [as defined by WIOA](#).

Enrolled in school: Youth who are enrolled in school, including primary, secondary, or post-secondary educational institutions.

Ex-offender: An adult or juvenile who is or has been subject to any stage of the criminal justice process, or who requires assistance in overcoming artificial barriers to employment resulting from a record of arrest or conviction, [as defined by WIOA](#).

Homeless individual: An individual who lacks a fixed, regular, and adequate nighttime residence; and includes an individual who is sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason.

Individual with a barrier to employment: An individual who may have difficulty finding or retaining employment due to his/her criminal background, fines or fees, driver's license and government identification, legal right to work in the U.S., child care, child support, transportation, or similar.

In-school youth, not on track to graduate: Youth who have not formally withdrawn from school but who are not projected to graduate on time, given the school district criteria for high school graduation. The criteria include two sets of benchmarks 1) credits earned from required course subjects and 2) total credits earned.

Job ready: Participants must not have any significant barriers (such as criminal background, fines or fees, driver's license and government identification, legal right to work in the U.S., child care, child support, transportation, or similar) to being traditionally employed.

Justice Involved Individuals: Adults or juveniles who have an active involvement with the criminal or juvenile justice system.

Long-term unemployed: Individuals who have been looking for work for 27 weeks or more, as defined by the U.S. Department of Labor.

Low-income individual: An individual who receives, or in the past 6 months has received, or is a member of a family that is receiving or in the past 6 months has received, assistance through the supplemental nutrition assistance program established under the Food and Nutrition Act of 2008, the program of block grants to States for temporary assistance for needy families program under part A of title IV of the Social Security Act, or the supplemental security income program established under title XVI of the Social Security Act, or State or local income-based public assistance; is in a family with total family income that does not exceed the higher of the poverty line, or 70 percent of the lower living standard income level.

People with disabilities: Any person who has a physical or mental impairment that substantially limits one or more major life activities; has a record of such impairment; or is regarded as having such an impairment. A physical or mental impairment includes hearing, mobility and visual impairments, chronic alcoholism, chronic mental illness, and AIDS. Major life activities include walking, talking, hearing, seeing, breathing, learning, performing manual tasks, and caring for oneself, as defined by the Americans with Disabilities Act. A youth with a disability is an individual with a disability who is between the ages of 14 and 24 years old, as defined by WIOA.

Pregnant and parenting teens: Pregnancy or parenting by a female, age 13 to 19, which is understood to occur in or by a girl who has not completed her core education (secondary school), has few or no marketable skills, is financially dependent upon her parents and/or continues to live at home and is often mentally immature.

Public benefits recipient: An individual who receives Federal, State, or local government cash payments for which eligibility is determined by a needs or income test (e.g. CalWORKS, FSET, CAAP, and CalFresh), as defined by WIOA.

Public housing residents: Eligible low-income families, the elderly, and persons with disabilities who live in housing managed by a local Housing Authority; eligibility is based on annual gross income; whether the person(s) qualify as elderly, a person with a disability, or as a family; and U.S. citizenship or eligible immigration status, as defined by the U.S. Department of Housing and Urban Development.

Refugees or asylum seekers: People who have been forced to cross national boundaries and who cannot return home safely due to war, persecution, or natural disaster; such people may be called asylum seekers until granted refugee status by the contracting state if they formally make a claim for asylum.

Veteran: A person who served in the active military, naval, or air service and who was discharged or released under conditions other than dishonorable, [as defined by the U.S. Code](#).

Youth in foster care system: Youth who have active involvement with the foster care system.

APPENDIX C

Preliminary List of Common Data Elements

Category	Data Element
Age	Youth (14-17)
	Transitional-Age Youth (18-24)
	Adults (25-54)
	Older Adults (55+)
Race	American Indian and Alaska Native
	Asian
	Black or African-American
	Native Hawaiian and Other Pacific Islander
	White
	Other Race
	Two or More Races
Ethnicity	Hispanic or Latino
	Not Hispanic or Latino
Educational Attainment	Less than High School Equivalent
	High School Graduate (or Equivalent)
	Some College, No Degree
	Associate's Degree
	Bachelor's Degree
	Graduate or Advanced Degree

Category	Data Element
Target Populations	Disconnected Youth
	Dislocated Workers
	Disabled
	English Language Learners (ELL)
	Enrolled in School (including Post-Secondary Institution)
	Formerly Incarcerated
	Foster Care Youth and Emancipated Youth
	HOPE SF Residents
	Long-Term Unemployed
	Part-Time Seasonal Employed
	Public Benefits Recipients
	Public Housing Residents
	Refugees or Asylum Seekers
	Underemployed
	Unemployed
Veterans	
Household Income	At or Below the Federal Poverty Level
	Greater than Federal Poverty Level and Less than 30% of the Area Median Income (AMI)
	Greater than 30% AMI and Less than 50% AMI
	Greater than 50% AMI and Less than 80% AMI
	Greater than 80% AMI

Category	Data Element	
Residential Location	94102	94103
	94104	94105
	94107	94108
	94109	94110
	94111	94112
	94114	94115
	94116	94117
	94118	94121
	94122	94123
	94124	94127
	94128	94129
	94130	94131
	94132	94133
	94134	94142
	94158	Homeless
Outside of San Francisco		
Program Outputs	Clients Served (<i>both enrolled and non-enrolled</i>)	
	Enrollments	
	Completions	

Category	Data Element
Training Outputs	Basic Skills Training Completions
	Job Readiness Training Completions
	Vocational Training Completions
	English as a Second Language (ESL) Program Completions
Employment Outputs	Unsubsidized Job Placements (including subsidized placements retained by the employer after program exit)
	Subsidized Job Placements
Educational Outcomes	Attained a Degree or Certification
	Gained One or More Literacy or Numeracy Grade Levels
	Placement in Educational Institution
Unsubsidized Employment Outcomes	Retained Employment 3 Months After Placement
	Retained Employment 6 Months After Placement
	Retained Employment 12 Months After Placement
Subsidized Employment Outcomes	Retained Employment After Subsidy Ends
	Retained Employment 3 Months After Program Exit
	Retained Employment 6 Months After Program Exit
	Retained Employment 12 Months After Program Exit
Earnings Outcomes	Quarterly Earnings at or above \$5,000 for the First 2 Quarters After Placement

APPENDIX D

FY 2015-2016 City Workforce Services Inventory, Service Provider Data

Service Provider	APD	DCYF	DPH	Public Works	HSA	LIB	MOHCD	OEWD	PORT	PUC	SHF	Total
A. Philip Randolph Institute San Francisco								X		X		2
America Works	X				X							2
Anders and Anders Foundation								X				1
Aquarium of the Bay										X		1
Architectural Foundation of San Francisco		X										1
Arriba Juntos		X			X			X				3
Asian Neighborhood Design								X				1
Bay Area Community Resources		X										1
Bay Area Video Coalition								X		X		2
Bayview-Hunters Point Center for Arts and Technology								X		X		2
Booker T. Washington Community Service Center							X					1
Boys & Girls Clubs of San Francisco										X		1
Brightline Defense Project								X				1
California Academy of Sciences		X										1
California Department of Rehabilitation					X							1
California Lawyers for the Arts		X										1
California State University Maritime Academy										X		1
Caminar for Mental Health			X									1
Catholic Charities					X							1
Center on Juvenile and Criminal Justice	X				X							2
Charity Cultural Services Center								X				1
Chinatown Community Development Center							X			X		2
Chinese for Affirmative Action								X				1
Chinese Progressive Association								X				1
City College of San Francisco					X			X				2
Collective Impact								X		X		2
Community Assessment and Services Center	X											1
Community Grows										X		1
Community Housing Partnership					X			X				2
Community Youth Center		X					X	X				3
Compass Family Services								X				1
Donaldina Cameron House							X					1
Economic Opportunity Council of San Francisco				X								1
Enterprise for Youth		X										1
Episcopal Community Services of San Francisco					X		X	X				3
Exploratorium		X										1
Family and Child Empowerment Services San Francisco								X				1
First Place for Youth		X										1
Five Keys Charter School							X	X				2
Friends of the Urban Forest										X		1
Good Samaritan Family Resource Center							X					1
Goodwill Industries								X				1

Service Provider	APD	DCYF	DPH	Public Works	HSA	LIB	MOHCD	OEWD	PORT	PUC	SHF	Total
Gum Moon Residence Hall							X					1
Hearing and Speech Center of Northern California								X				1
Homebridge								X				1
Homies Organizing the Mission to Empower Youth							X					1
Horizons Unlimited of San Francisco		X										1
Hospitality House					X			X				2
Hunters Point Family		X		X				X	X			4
Japanese Community Youth Council		X			X					X		3
Jewish Vocational Service		X						X				2
Juma Ventures		X										1
Larkin Street Youth Services					X			X				2
Lavender Youth Recreation and Information Center		X								X		2
Life Learning Academy		X										1
Mangala Meridian						X						1
Manpower Government Solutions								X				1
Marriott Foundation for People with Disabilities		X										1
Marty Nemko						X						1
Mission Economic Development Agency								X				1
Mission Hiring Hall					X			X				2
Mission Language and Vocational School							X	X				2
Mission Neighborhood Centers				X			X			X		3
Mujeres Unidas y Activas								X				1
New Door Ventures		X										1
Northridge CommUNITY Garden										X		1
Old Skool Café		X										1
People Organizing to Demand Environmental and Economic Justice										X		1
Positive Resource Center							X	X				2
Renaissance Parents of Success								X				1
Richmond Area Multi-Services			X									1
Richmond District Neighborhood Center		X										1
San Francisco Clean City Coalition					X							1
San Francisco Conservation Corps		X					X	X	X	X		5
San Francisco Unified School District, Career Technical Education										X		1
Self-Help for the Elderly								X				1
Seven Tepees Youth Program										X		1
South of Market Community Action Network										X		1
Southeast Asian Community Center							X					1
Special Service for Groups		X										1
Success Center San Francisco					X			X		X		3
Sunset Youth Services		X					X					2
Swords to Plowshares					X			X				2
The Arc San Francisco							X					1
The Garden Project											X	1
The SF LGBT Center					X			X				2
Tides Center		X										1
Together United Recommitted Forever							X					1
Toolworks					X			X				2

Service Provider	APD	DCYF	DPH	Public Works	HSA	LIB	MOHCD	OEWD	PORT	PUC	SHF	Total
United Playaz										X		1
United Way Bay Area		X										1
Upwardly Global								X				1
Urban Ed Academy										X		1
Urban Sprouts										X		1
Vietnamese Youth Development Center							X	X				2
West Bay Pilipino Multi-Service Center							X					1
Wu Yee Children's Services								X				1
Year Up Bay Area								X				1
YMCA - Bayview Hunters Point		X					X					2
YMCA - Buchanan		X										1
YMCA - Chinatown							X					1
YMCA - Urban Services		X					X					2
Young Community Developers		X			X			X		X		4
Youth Art Exchange										X		1
Youth Leadership Institute										X		1
TOTAL	3	29	2	3	18	2	22	43	2	26	1	

Note: The following City departments do not contract with community-based organizations to provide their workforce development services and thus are not included in the above table:

- Department of Human Resources (DHR);
- Department of the Environment (ENV);
- Municipal Transportation Agency (MTA);
- Office of Civic Engagement & Immigrant Affairs (OCEIA);
- Recreation & Parks Department (RPD); and
- San Francisco International Airport (SFO).

APPENDIX E

FY 2015-2016 City Workforce Services Inventory, Industry Training & Placement Data

Department	Service Type	Accommodation & Food Services	Administrative Support	Arts, Entertainment, and Recreation	Construction	Educational Services	Government	Health Care and Social Assistance	Information	Professional, Scientific, and Technical Services	Retail Trade	Transportation and Warehousing	Utilities	Other Services	
APD	Training				X	X						X			
	Unsubsidized Placement	X			X									X	
DCYF		DATA NOT AVAILABLE IN THIS FORMAT													
DHR	Training				X		X							X	X
	Unsubsidized Placement						X								
DPH	Unsubsidized Placement	X						X						X	
Public Works	Training													X	
	Subsidized Placement													X	
	Unsubsidized Placement													X	
ENV	Unsubsidized Placement					X				X					
HSA	Training	X	X			X	X	X			X			X	
	Subsidized Placement	X	X			X	X	X						X	
	Unsubsidized Placement		X				X	X						X	
MOHCD		DATA NOT AVAILABLE IN THIS FORMAT													
MTA	Subsidized Placement		X		X		X							X	
OCEIA	Training						X	X		X				X	
OEWD	Training	X			X			X	X		X				
	Unsubsidized Placement	X	X	X	X	X		X	X					X	
PORT	Unsubsidized Placement													X	
PUC	Training						X						X		
	Subsidized Placement						X						X		
	Unsubsidized Placement						X						X		
RPD	Unsubsidized Placement						X								
SFO	Unsubsidized Placement	X	X				X			X	X	X			
LIB	Unsubsidized Placement			X		X	X	X		X					
SHF		DATA NOT AVAILABLE IN THIS FORMAT													

APPENDIX F

Alignment Committee Recommended Action Steps

Recommended Action(s)	Estimated Impact	Completion Date
Formal adoption of the Citywide Workforce Development Plan by all members of the Alignment Committee.	A shared set of goals and action steps for aligning the City's workforce development system.	April 15, 2017
Led by DHR, convene a public sector working group composed of department heads and human resources specialists from the City departments most impacted by employee retirements, to plan for near and long-term succession needs and strategize use of workforce services.	Increased human resources efficiencies; greater entry and mobility options for jobseekers.	Ongoing
Convene a joint working group of the Alignment Committee and nonprofit service providers to draft a common set of data elements that would allow system stakeholders to track clients at any point in the pipeline, as well as assess system success.	An agreed-upon set of common data elements that community-based organizations can collect and City departments can use for reporting and evaluation purposes.	June 30, 2017
Convene quarterly Alignment Committee meetings to reach a common understanding of how workforce programs can work in tandem to specifically address the needs of the economically vulnerable and those with employment barriers. Invite relevant stakeholders, such as HOPE SF, as appropriate.	A list of operational steps to strengthen connections between programs to better support vulnerable clients.	Ongoing
Convene a working group of the Alignment Committee to develop a Workforce Transit Map detailing the current client experience of the system.	Identification of outreach, service and communication gaps between programs, departments and other system stakeholders.	September 15, 2017
Identify the number of working age individuals who fall within priority populations, as well as their location and other relevant demographics.	An understanding of the scope of workforce development needs in the City.	September 30, 2017
Formal adoption of common data elements by all members of the Alignment Committee; these data elements will be collected and analyzed as part of the FY 2017-18 City Workforce Services Inventory.	A more comprehensive system-wide data set to guide decision making about outreach and service delivery strategies.	September 30, 2017
Align planning processes through shared procurement schedules and strategies.	Potential cost savings and maximized resources.	September 30, 2017
Formal adoption of the Workforce Transit Map by all members of the Alignment Committee.	A unifying vision of the workforce development system.	October 15, 2017
Led by OEWD and HSA, conduct an easy-to-replicate analysis of near and long-term (6+ months) hiring, using labor market information and private sector hiring forecasts, to share with departments and nonprofit service providers.	Increased training and placement program efficiencies; greater entry and mobility options for jobseekers; increased private investment in the public workforce system.	October 31, 2017
Identify opportunities for low-income and underemployed residents to access and progress in private sector occupations, to share with departments and nonprofit service providers.	Greater entry and mobility options for economically-vulnerable jobseekers.	October 31, 2017
Connect the Human Services Agency's Salesforce GovCloud system with the Office of Economic and Workforce Development's Jobs Portal.	Pilot data sharing between workforce development departments.	December 31, 2017
Collect pre- and post-program client income data, as part of the FY 2016-17 City Workforce Services Inventory.	An evaluation of the impact programs have on client income.	December 31, 2017
Identify opportunities for low-income and underemployed residents to access and progress in public sector occupations, to share with departments and nonprofit service providers.	Greater entry and mobility options for economically-vulnerable jobseekers.	December 31, 2017
Convene a working group of the Alignment Committee to identify programs that could serve as client milestones and 'transfer stations' along the workforce development pipeline, using the Workforce Transit Map as a resource.	An understanding of how programs can work better together to move clients along the pipeline to unsubsidized employment and upward mobility.	January 31, 2018

Recommended Action(s)	Estimated Impact	Completion Date
Based on findings from the working group on client data reporting requirements and needs, submit a budget request to expand the capacity and connectivity of the Jobs Portal.	Ability to track workforce clients from entry to exit; make meaningful referrals; evaluate system success by unsubsidized employment and upward mobility.	FY 2018-19 budget
Issue a policy brief based on primary stakeholder conversations and case study research, which will cover best practices and outline options for private sector investment into the workforce development system.	Increased private investment in the public workforce system; improved outcomes.	April 30, 2018
Coordinated by OEWD, convene working groups to identify and measure overlap in contracts with CBOs receiving workforce funds from three or more City Departments. Where applicable, amend scopes of work to ensure consistent program outcomes and other service delivery or reporting language.	Potential cost savings and maximized resources.	May 31, 2018
Convene a working group of the Alignment Committee to develop data sharing agreements between departments, using resources from the City's ShareSF Program.	Discovery of challenges and opportunities with a shared client management system.	June 30, 2018
Identify gaps in the system for residents in poverty and improve access, as appropriate, to City-funded training programs and other workforce development services, using the Workforce Transit Map as a resource.	Help residents in poverty better navigate City-funded workforce development programs and improve transitions from one City-funded program to another.	June 30, 2018
Convene a working group of the Alignment Committee to discuss how to coordinate business services across the departments that rely on employer relationships to drive hiring from their programs.	Increased program efficiencies; greater entry and mobility options for jobseekers.	June 30, 2018
Explore the implementation of joint workforce program monitoring, using resources from the City Controller's Office.	Potential cost savings and maximized resources; consistent performance expectations.	September 30, 2018
Create a systemic partnership with City departments and/or initiatives that are serving families and individuals in poverty (such as HSA, HOPE SF and DHS) to help connect them to City-funded workforce development services.	A process for ensuring economically-vulnerable residents have access to an array of City services, including workforce development.	March 31, 2019

Mayor**Edwin M. Lee****Committee on City Workforce Alignment****Kate Howard**, Chairperson**London Breed**, Supervisor**Todd Rufo**, Director, OEWD**Trent Rhorer**, Director, HSA**Maria Su**, Director, DCYF**Harlan Kelly**, Director, PUC**Mohammed Nuru**, Director, Public Works**Special Assistance****Ted Egan**, Chief Economist, Controller's Office**Emily Stefiuk**, Sr. Workforce Development Specialist**Office of Economic & Workforce Development****Michael Carr**, Director, Workforce Division**Kat Daniel**, Deputy Director, Workforce Division**Amabel Akwa-Asare**, Director, Strategic Initiatives**Michael King**, Sr. Workforce Analyst**Ruth Sappelt**, Principal Workforce Analyst**ACKNOWLEDGEMENTS****Workforce Community Advisory Committee****Anni Chung**, Co-Chairperson, Self-Help for the Elderly**Shamann Walton**, Co-Chairperson, YCD**Debra Gore-Mann**, SF Conservation Corps**Liz Jackson-Simpson**, Success Center SF**Jon Osaki**, JCYC**Ken Reggio**, Episcopal Community Services of SF**Villy Wang**, BAYCAT**Workforce Investment San Francisco****Kevin Carroll**, Chairperson, Hotel Council of San Francisco**Celeste Alleyne**, Microsoft**Tiffany Apczynski**, Zendesk**Edward Battista**, California Pacific Medical Center Sutter Health**Clearnise Bullard**, Job Corps of Northern California**Michael Carr**, Director of Workforce Development, OEWD**Jeffrey Chiu**, University of California San Francisco Health**Malia Cohen**, Supervisor, District 10**Jeanine Cotter**, Luminall**Ximena Delgado**, Bank of America**John Doherty**, IBEW Local 6**Mark Farrell**, Supervisor, District 2**Ebony Frelix**, Salesforce.com**Manny Flores**, Carpenters, Local 22/NCCRC**Paul Giusti**, Recology**Charlie Hale**, Pinterest**Ramon Hernandez**, Laborers, Local 261**David Johnson**, Plasterers & Cement Masons Local 300**Katy Johnson**, Wells Fargo**Sylvia Kwan**, Kwan/Henmi Architecture**Charley Lavery**, Operating Engineers Local 3**Chancellor Lamb**, City College of San Francisco**Kent Lim**, Kent Lim Construction**Ku-Tsang Lin**, Kaiser Permanente**Andrew Lindsay**, Jawbone**Rebecca Miller**, SEIU-UHW**Brian Morton**, Webcor**Donnalyn Murphy**, Golden Gate Restaurant Association**Bob Nibbi**, Nibbi Brothers Construction**Tom Quigley**, Riverbed**Sam Rodriguez**, KSR Consulting Group**Bryan Rogers**, Bloomingdale's**Ruben Santana**, Rubecon Construction**Rodrigo Santos**, Santos Urrutia Structural Engineering**Jorge Tapia**, Employment Development Department**Egon Terplan**, SF Planning and Urban Research (SPUR) Association**Theresa Woo**, Department of Rehabilitation



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