

December 13, 2006

To: Ms. Ana Traylor, Program Officer, PA 715 Foundation

From: Cheryl Crofts

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Patrick Mitchell

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Associate Directors of Development, Mission Hiring Hall

Re: Grant Application

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Founded: 1971

Executive Director: Don Marcos

Contact persons for grant: Cheryl Crofts, Lorraine Guerrero, Patrick Mitchell, Delilah Raybee, Renay Udoisa; Associate Directors of Development

Project Name: At-Work ESL (WESL)

Purpose of the grant: Provide support for hiring 2.5 FTE program coordinators to oversee the At-Work ESL project, as well as support other costs associated with the project.

Dates of the Project: February 2006 through June 2007.

Amount requested: \$100,000

Total Project cost: \$140,000

Geographic Area served: Mission and South of Market Neighborhoods, San Francisco

Mission Hiring Hall has not received support from the PA715 Foundation in the last 5 years.

A. NARRATIVE

1. Executive Summary

Healthy neighborhoods begin with neighborhood employment. The Mission Hiring Hall (MHH) has worked with San Francisco residents and employers in the Mission and South of Market Neighborhoods to increase opportunities for low-income workers, and increase access to resources for both employers and employees. We are seeking support from the PA 715 Foundation to enhance services to San Francisco's low-income, limited-English speaking workers, and the businesses which employ these workers. Focused on improvement of San Francisco's Mission and South of Market Neighborhoods, our ground-breaking At-Work English as a Second Language (WESL) program will increase the English-speaking skills of San Francisco residents in these neighborhoods, primarily legal immigrants. Increased English language ability will in turn lead to a higher level of job satisfaction, safer workplaces, and increased employment mobility. Funds from the PA715 Foundation will be used primarily to pay salaries for 2.5 Full-time equivalent (FTE) Program Coordinators, as well as operating expenses for the existing community-based organization. The WESL program will be an important addition to our services to both employers and employees. It will also result in a reduction of poverty and increase of safety and skills for our target population.

2. Grant Proposal Narrative

Problem:

The inability to speak English has been identified by the City of San Francisco as a barrier to employment. The Mayor's Office of Community Development (MOCD) has also identified ESL and cultural competency employment programs for immigrants and refugees as a funding priority for Fiscal Year 2007-08 (MOCD 2006). Some employment opportunities are available to this population—often monolingual Spanish, Cantonese, Mandarin or other non-English speaking residents—but such opportunities are less than desirable for long-term, self-sufficient employment. For example, in the Bay Area, self-sufficient employment for an individual is approximately \$13.36 per hour and a self-sufficient wage for a family of four is \$70,204 annually (Foley & Twersky 2004); a sewing machine operator in the garment industry where Chinese immigrants often flock pays approximately \$9.13 per hour on average (EDD 2000). Limited English speaking populations are also often forced into low-wage labor markets with

little or no worker rights and job security. It is estimated that at least 1,000 sewing machine operators will lose their jobs every year in the Bay Area alone (EDD 2000).

Existing ESL and cultural competency program attempt to address employment needs for immigrant and refugee residents, such as vocational ESL programs for laid-off garment workers due to the North American Free Trade Agreement (NAFTA). However, the reality of the labor market, the low wages offered to immigrant workers and even the barriers to enrollment and participation in conventional ESL courses limit the opportunity for limited English speaking (LES) populations to earn self-sufficient wages and move upward in their respective jobs.

In San Francisco, ESL programs are available through community colleges and private schools. Vocational ESL courses (VESL) are also offered through community-based organizations (CBOs) in the City. However, Vocational ESL programs require time otherwise spent working and enough money to pay for child care or transportation to various sites. This is often at a great opportunity cost to the participant unless he or she is maximizing federal and local unemployment or hardship resources—if they even know about such resources. A majority of the time (59% of the time), LES populations do not even know such courses exist, especially in a culturally isolated monolingual environment (US DOE 1998).

In the long term, Community College ESL and CBO-based Vocational ESL programs have proven to be effective in providing language skills and eventual employment for LES populations. However, it is a common understanding that direct service providers who refer jobseekers to Community College ESL courses before employment often never hear from them again. Instead, the immediate need to work is a priority for the immigrant families living in San Francisco, and LES populations eventually find work where the English language is not required—often in a low wage industry.

A renewed focus on addressing language barriers for San Francisco residents is needed. An approach that provides incentives for LES populations to learn English and provides access to employment resources and workers rights information; an approach that overcomes barriers like child care and transportation and increases levels of safety and awareness in the workplace; an

approach that increases long-term ESL course participation and enhances provider collaboration and access to educational resources. Most importantly, an approach is needed that increases the self-sufficiency of San Francisco residents in order to reduce poverty in targeted areas and increase opportunity for at-risk populations. A case management approach is suggested.

Proposed Program:

At-Work ESL is a case management program that is offered at a worksite. Wages are paid by employers for classroom time and employer involvement is essential in developing jobs for LES populations. City College San Francisco (CCSF) will facilitate classroom learning at the worksites and MHH will provide coordination, case management and support services for the participants. MHH will also coordinate workplace seminars that encourage workers' rights, workplace safety and access to support services. In collaboration with CCSF and participating service providers, MHH will design and implement a standardized system for outreach, enrollment, training referral, job referral and job placement, which also addresses employment barriers. Additional case management support will be offered by MHH beyond job placement to ensure retention, class participation and continued English language proficiency.

While ESL Level 6 is considered a minimum level for basic interaction, the WESL program only requires ESL Level 3 for employment opportunities in an English speaking workplace. This approach is only available because of the relationships MHH has built with employers willing to hire LES jobseekers who will continue to learn English. This will increase the access of opportunity for acutely LES populations, specifically for participants already utilizing existing community-based VESL programs and who have only reached ESL Level 3—often a ceiling for many participants in conventional ESL coursework, yet not usually a hireable ESL level.

Once the LES jobseekers have completed the WESL program through participation and upward mobility and/or increased wages, their opportunities for long-term, self-sufficient employment are increased simply by the new knowledge, skill and ability learned on the job. An immersion setting will increase levels of knowledge, skill and –specifically language—in a shorter amount of time. Additional knowledge of worker's rights, worker safety, and access to additional public

resources will further assist the jobseeker and employer in the long run. This will contribute to the reduction of poverty and increased individual safety and skills of our target population.

Goals

Reduce Poverty: The WESL program will improve San Francisco's Mission and South of Market Neighborhoods by increasing opportunities for LES workers, primarily legal immigrants, and their employers. Such opportunities will help LES workers obtain self-sufficiency and contribute the reduction of poverty and increased quality of life in those neighborhoods. To do so, the program will address ESL employment barriers through innovative ESL course delivery at work and develop high wage jobs for increased job satisfaction and security.

Improve Safety and Learning: The WESL program will increase on the job safety and provide extended learning opportunities for participants. A developed system with collaborative partners will provide seminars on workers' rights, vocational communication, access to emergency funding resources and extended learning in higher education, among other positive resources. An emphasis on continued case management will increase learning abilities and class participation for LES populations.

Objectives

By the end of 2008, approximately 44 employees at two or more work sites will complete a 4 month, semester-based series of 2 to 3 classes per week. By the end of 2010, the program will have been expanded to serve 300 employees at 10 work sites.

Long-term outcomes: by 2010, graduates of the first two program cohorts who reach a communicative level of English are expected to obtain self-sufficient employment defined as \$13.36 per hour with benefits.

Per-year matriculation and completion outcomes*:

Outreach: 30 ESL Level 3 or greater participants

Referred to participating employers: 240

Placed in Jobs: 60

Enrolled in WESL: 50

Completed: 44

*Based on 2 cohorts of participants

Action Plan

Mission Hiring Hall proposes a city-wide delivery system with access points at participating partner organizations with Workforce Investment Act (WIA)-funded ESL and VESL programs as well as WIA-designated One Stop Career Centers in order for LES jobseekers to obtain access to WESL training. MHH will administer the WESL program by the realizing the following systemic outcomes:

1. Developing and ensuring the administration of a standard of qualification for all participating jobseekers that takes place at any partner organization or One Stop access point, which includes MHH certification of:
 - a. Computer-based ESL testing for Level 3 written comprehension;
 - b. Partner-administered verbal screening Q & A ;
 - c. Completion of specific job readiness soft skills; and
 - d. Certification that addressable employment barriers are addressed previous to meeting employers.
2. Providing the availability of employment for LES jobseekers. MHH will develop jobs with employers that will be specifically available for WESL program participants.
 - a. MHH has already received commitment from three employers that will participate in the development of the program and provide at least 30 jobs (10 each) for WESL participants.
3. Collaborating with CCSF to design and implement At-Work ESL training that is provided at the workplace and for which WESL participants are compensated for attendance by employers. Additionally, ensuring that the WESL program is a natural extension of existing ESL and VESL programs and NOT a duplicative service.
4. Administering the enrollment of at least 21 participants at CCSF through the WESL program at any given time to ensure that classes are facilitated and state-funded by City College San Francisco.

5. Providing case management for WESL program participants, which includes enrollment in CCSF ESL courses facilitated at the workplace. MHH will also provide ongoing assessment and resolve of addressable employment barriers, such as industry licensing.
6. Providing linkages to and scheduling of seminars for WESL participants that provide information about worker's rights, access to City, State and Federal resources, and on the job safety in participants' native languages.
7. Administering funds for any contracting, marketing and personnel needs, including the recruitment, management and provision of pay and benefits for two and one-half (2.5) Full-time equivalent (FTE) staff members to coordinate the WESL program.

Timetable for Implementation

February 2006:

Calibrate System with CCSF, CBOs and Employers

March 2006

Solidify Operations, Logistics and Funding for WESL Program

Begin Marketing Program to Jobseekers

Hire or Promote new program coordinators

April 2006

Begin Outreach and System Referral;

May, June, July 2006 –Funding Begins

Job Referral and Program Enrollment Phase

Barriers addressed; individual ESL enrollment

August 2006

Begin first phase of CCSF and Worker Seminar Cohort

September 2006

Follow up and continuation

Begin new cycle of Outreach for Second Cohort

October, November, December 2006

Job Referral and Enrollment Phase

Barriers addressed; individual ESL enrollment

January 2007

Exit First phase

Begin Second phase of CCSF and Worker Seminar Cohort

February 2007

Follow up and Continuation of Second Phase

March 2007

Solidify new and continued sustainable funding

April 2007

Prepare Annual Evaluation of Program

May 2007

Exit Second Phase

June 2007

Submit Annual Evaluation

Collaboration with Existing Programs

Mission Hiring Hall proposes a program specific collaboration with the following primary organizations:

Jewish Vocational Services (JVS) – Vocational ESL program
Mission Language & Vocational School (MLVS) – Vocational ESL program
Chinese for Affirmative Action (CAA) – ESL program
Arriba Juntos – Vocational ESL program
Charity Cultural Services Center – Vocational ESL program
Catholic Charities – ESL courses
Chinese Newcomers Service Center – Vocational ESL program
City College San Francisco (CCSF) – Open enrollment ESL courses
Korean Center, Inc. – ESL courses

These community-based organizations currently conduct Workforce Investment Act (WIA)-funded ESL and VESL programs for their respective clients. Each program is approved by the Department of Labor Economic Development Department (DOL-EDD) on the Eligible Training Provider List (ETPL). Mission Hiring Hall will recruit graduates of the partner organizations for program participation in the WESL program, which is currently under review for listing on the ETPL. MHH will also refer jobseekers who are not job ready or do not have an ESL Level 3 proficiency to partner organizations depending on the career goal or native language for basic ESL or VESL training services.

The existing ESL and VESL programs are provided by organizations that have previously partnered with MHH on different levels. For example, MHH currently partners with City College San Francisco (CCSF) for a Construction Administration Training Program. MHH also currently partners with JVS for an Industry-approved Retail Training Program. Additional community-based ESL and VESL training partners will be identified in the outreach and implementation phase of WESL.

Other partnering organizations will administer support services:

San Francisco Labor Council – Workers safety Seminars – Workers rights Seminars
Department of Human Services – Access to City, State and Federal Resources Seminars

Role of Constituents

We have conducted several bi-lingual focus groups for stakeholders and MHH staff, in which we asked participants to suggest ways to improve the delivery of services to our target population. The consensus was that what was needed was a way for people to earn enough to support their families while they were learning English. One suggestion was to site training programs close to employment, or even in a place of business. This would enable employees to attend training classes without being concerned about child care or transportation.

One focus group participant commentated that his employer had offered to pay for ESL classes offered through the local junior college for employees because he was concerned about workplace safety issues resulting from the limited English skills of many of his employees. Unfortunately, few employees availed themselves of this offer because of transportation or childcare issues.

One interesting suggestion was offered by one participant whose great-grandfather had worked in a cigar factory in Cuba where the employer hired a “reader” to spend several hours a day reading to the workers from a lectern above the factory floor. Books on a variety of topics were selected by a committee of workers. Under the right circumstances, we might be able to set up a similar program.

Our stakeholders have taken an active role in planning this program and setting policies. Employers have responded very positively to this program. MHH encourages a grassroots approach to problem solving, and often selects and funds programs suggested in whole or part by interested parties. We have a long history of responding to the suggestions of stakeholders. For example, in 1990, MHH established the South of Market Employment Center (SOMECE) at the request of several neighborhood organizations in the economically depressed South of Market area of San Francisco.

MHH works with employers such as Webcor Builders, Rosendin Electric Inc., and Plant Construction to provide work opportunities for unemployed and underemployed workers. We also work closely with public supporters, such as the San Francisco Redevelopment Agency and

San Francisco Municipal Railway's Third Street Light Rail Project. Among other supporters we count the William and Flora Hewlett Foundation.

Many of the employers who have expressed interest are located in two areas: South of Market and Inner Mission, so the instructors could teach at four to five locations each day, providing an opportunity for multiple worksites to be serviced, depending on the involvement of the employers.

Project Staff

Our Program Manager in the case management sector will be the team leader for the WESL program. Having worked with Mission Hiring Hall for two years, our existing Program Manager has extensive knowledge of the ESL needs of both employees and employers. He previously coordinated the Security Training Employment Program (STEP), which operates at an 80% placement rate, often addressing employment barriers such as criminal records and valid state identification prior to placement, and helped open the St. Regis Hotel where LES skills were often a barrier to employment for the immigrant population. He was also the Project Manager and team leader of community outreach for the opening of the Westfield San Francisco Centre. The workforce development system designed for the project trained and placed over 300 participants in its first year, primarily those with employment barriers from low-income target areas. More important are the bilingual coordinators of the program. Both coordinators have extensive experience working with multi-cultural communities and have family members who are themselves LES. One coordinator is bilingual in Spanish. One coordinator is tri-lingual in Cantonese and Mandarin dialects. Both have extensive experience working with the target populations in the Mission, South of Market and North of Market/Chinatown neighborhoods.

Long-Term Funding

WESL is a sustainable project with the potential for a highly diversified funding base including in-kind support, government and foundation support, as well as individual donors. WESL is sustainable because of the high level of workplace involvement. Participating employers contribute classroom space and pay wages of participating employees while they attend classes.

We already have funding from the William and Flora Hewlett Foundation for \$40,000 for the first year. We have been promised future funding from other government and foundation supporters such as the Mayor's Office of Community Development, City & County of San Francisco, Annie E Casey Foundation and the Kresge Foundation. The WESL project could be eligible for federal workplace development funds following the initial start-up phase.

MHH envisions the WESL program as having high potential for developing a local donor base as it becomes known in the community as a successful project. Work places, for example, could organize campaigns around "adopt an English-learner," or sponsor groups in "learn-English walk-a-thons".

3. Evaluation

Success of the WESL project will be defined by the number of individuals and work sites served, as well as by measuring an improved level of English language communication skills.

Attendance at classes will be tracked, in order to measure participation levels. Language improvement will be measured by increasing ESL levels. MHH anticipates participants in WESL classes will advance from ESL level 3 to level 6. Success of the program can also be measured by a decreased number of accidents at work, reduced Workers Compensation Insurance costs for participating employers and decreased levels of stress and frustration by supervisors. MHH contracts with a professional evaluator, who will be available to consult on best practices for evaluating the WESL project, and analyze results.

Results will be published by Mission Hiring Hall, for distribution to our supporters and community members. CCSF may take the lead on publishing and distributing results, especially for classes conducted by CCSF instructors. If successful, the WESL program could be replicated by organizations in Los Angeles, New York and other communities with high numbers of limited English speaking immigrants in the workforce. Long-term evaluation to track participants success in advancing beyond minimum waged, low-skill employment.

B. SUPPORTING DOCUMENTS**4. Budget Narrative/Justification**Salary:

| | |
|---|-----------------|
| 2.5 FTE Program Coordinators and support staff | <u>\$85,000</u> |
| Subtotal | \$85,000 |

Fringe and Taxes:

| | |
|-----------------------|--------------|
| Employee Fringe @ 19% | \$16,150 |
| Payroll Taxes @ 8% | <u>6,800</u> |
| | \$22,950 |

Overhead:

| | |
|-------------------------------|--------------|
| Equipment Rental and Expenses | 7,358 |
| Office Space Rental | 10,714 |
| Utilities and Telecom | 4,785 |
| Supplies/Program Expenses | 1,650 |
| Printing and Duplication | 4,083 |
| Postage | 710 |
| Insurance | <u>2,750</u> |
| Subtotal | \$32,050 |

| | |
|--------------|------------------|
| TOTAL | \$140,000 |
|--------------|------------------|

Budget Justification

Staff, in the form of program coordinators, will be key to the success of the WESL project. MHH will offer in-kind support in the form of the .20 project director. In order to insure success of the project, we must hire two full-time program coordinators to implement the program. With a salary budget of \$85,000 we will be able to offer competitive salaries on the lower end of the non-profit salary scale in San Francisco.

Office equipment, utilities, telecommunications, printing and postage costs represent reasonable estimates of the costs associated with implementing the WESL program.

5. Organization Information

The Mission Hiring Hall has been working on behalf of low-to-moderate income San Franciscan's, and their employers, since 1971. Our clients include immigrants with limited English-speaking ability, and employers in the construction and hospitality industries, among others. Our programs include a Job Readiness program module, Referral services, an Employment Support program, and a Resource Center.

The Job Readiness program offers training in a variety of fields including construction and hospitality. We partner with employers to offer paid internships to individuals completing our courses. Over many years of cooperation, MHH enjoys solid relationships with employers, who look to us to fulfill their changing staffing needs. The Job Readiness program also encourages employers to hire local, neighborhood residents.

MHH's Employment support program serves many different populations, including the homeless and formerly homeless, who may have few sources of support while transitioning back into the workforce. Due to MHH's long-term relationship with employers, homeless job seekers are given references and guidance through the job-search process.

Organizational chart, including board, staff and volunteer involvement

Executive Members

Larry Del Carlo President,

Director, Mayor's Office of Community Development, San Francisco (retired)

Treasurer, Tse Ming Tam

Division Director, National Economic Development and Law Center

Board Members

David Bracker, Director, various non-profit organizations, San Francisco (retired)

Carlota del Portillo, Dean, City College of San Francisco, Mission Campus

Tho Do, Secretary-Treasurer, Hotel and Restaurant Employment Union Local 2

Charles "Rick" Moore, Vice President of Equal Opportunity, Swinerton Builders, Inc.

Jim Salinas, Field Representative, Carpenters Union Local 22

Sources Cited

EDD

MOCD

Foley and Twersky

DOE