

## A. NARRATIVE

### 1. Executive Summary

Healthy neighborhoods begin with neighborhood employment. The Mission Hiring Hall 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 PA715 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 ESL (WESL) program will increase the English-speaking skills of these immigrants workers. 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 FTE Program Coordinators, as well as for some start-up equipment expenses. The WESL program will be an important addition to our services to both employers and employees.

### 2. Grant Proposal Narrative

#### *Problem:*

According to the 2000 U.S. Census, 36.8% of the San Francisco resident population is foreign born—many Latino and Asian. The inability to speak English has been identified by the City of San Francisco as a barrier to employment in the United States. While employment opportunities are available to a significant portion of foreign-born immigrants who have limited or non-English speaking (LES) skills, who are often monolingual Spanish speaking or monolingual Cantonese speaking residents, such opportunities are less than desirable for long-term, self-sufficient employment.. Such LES populations are often forced into low-wage labor markets with little or no worker rights and job security. Thus, a portion of the local immigrant population with limited English skills may have barriers to obtaining long-term, self-sufficient employment. For example, in the City and County of San Francisco, self-sufficient employment for an individual is approximately \$53,000 annually; a seamstress in the garment industry where Chinese immigrants often flock pays approximately \$ \_\_\_\_\_. The inability to speak English is considered a barrier to employment in the United States. While employment opportunities are available to limited or non-English speaking residents like garment workers and construction laborers, such opportunities are less than desirable for long-term, self-sufficient employment.

To address this problem, English as a Second Language (ESL) programs are available in San Francisco 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. A majority of the time, LES populations do not even know such courses exist, especially in a culturally isolated Spanish or Cantonese monolingual environment.

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 limited English speakers. However, 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, among others, is needed to increase the level of ESL course participation and enhance access to educational resources. A case management approach is suggested.

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 and, by nature of the respective high growth industries, employers have the demand to hire LES jobseekers. 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 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.

The fact that the ESL coursework is paid, on-the-job training adds to the efficiency of the program by decreasing opportunity cost for participants.

### ***Goals***

The WESL project will improve San Francisco’s Mission and South of Market Neighborhoods by increasing opportunities for LES workers and their employers.

The WESL program is a value-added program which augments existing ESL programs to meet the needs of employers and limited-English speaking employees. WESL, while not an entirely new sphere of work for MHH, is a new program.

### ***Objectives***

By the end of 2008, 40 employees at two work sites will complete a 4 month 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 2015, individuals who completed the WESL program will have advanced (wage level).

### ***Action Plan***

Mission Hiring Hall proposes a city-wide delivery system with access points at participating partner organizations with WIA-funded ESL and VESL programs as well as WIA-designated One Stop Career Centers in order for limited English speaking (LES) jobseekers to obtain access to on the job 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:
  1. Computer-based ESL testing for Level 3 written comprehension;
  2. Partner-administered verbal screening Q & A ;
  3. Completion of specific job readiness soft skills; and
  4. 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.
  1. 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 On-the-Job ESL training that is provided at the workplace and for which WESL participants are compensated for attendance by employers. Additionally, ensuring that the CCSF ESL 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 in CCSF’s ESL program at any given time to ensure that on the job ESL 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 (2) Full-time equivalent (FTE) staff members to coordinate the WESL program.

***Outcomes:***

Outreach: 30 ESL Level 3 or greater participants

Referred to participating employers: 240

Placed: 60

Enrolled in WESL: 50

Completed: 44

\*Based on 2 cohorts of participants

***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***

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 On-the-Job 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 a 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

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employers.

9. Providing the availability of employment for LES jobseekers. MHH will develop jobs with employers that will be specifically available for WESL program participants. MHH has already received commitment from two employers that will participate in the development of the program and provide at least 20 jobs (10 each) for WESL participants.
10. Collaborating with CCSF to design and implement On-the-Job ESL training that is provided at the workplace and for which WESL participants are compensated for attendance by employers. Additionally, ensuring that the CCSF ESL program is a natural extension of existing ESL and VESL programs and NOT a duplicative service.
11. Administering the enrollment of at least 21 participants in CCSF's ESL program at any given time to ensure that on the job ESL classes are facilitated and state-funded by City College San Francisco.
12. 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.
13. 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.
14. Administering funds for any contracting, marketing and personnel needs, including the recruitment, management and provision of pay and benefits for two (2) Full-time equivalent (FTE) staff members to coordinate the WESL program.

### ***Existing Programs***

At present, many ESL and VESL programs exist. It is the intent of MHH to use existing programs to add value to the proposed WESL program. MHH will collaborate with organizations that already provide ESL and VESL training and recruit individuals who are job ready and willing to learn. The WESL program is unique in its approach by providing unsubsidized employment for very limited English speakers.

MHH's collaboration with CCSF adds additional structure and potential for career advancement as well as providing educational access that is key to sustainable economic development for the City and County of San Francisco (source). MHH intends to use a nuanced curriculum already facilitated by CCSF and administer an employment piece—WESL—that will ensure continued involvement in ESL courses by participants with barriers to learning, such as time constraints and opportunity cost. MHH will also provide learning opportunities for workers rights, on the job safety and access to different unemployment and emergency funding resources through seminars offered to participants.

ADD CCSF plus Cheryl's nuanced audio approach here

On the Job ESL training that provides an extension to existing federally- funded ESL and VESL training providers, is facilitated by a state approved community college at no cost to the City, is partially financed by employers also willing to pay wages for ESL classroom participation, addresses employment barriers and provides resource seminars, and is administered by a community-based organization that has an historical reputation for jobseeker outreach and job placement will bring new opportunities to the target population and contribute the economic vitality and ultimate community development of San Francisco.

### ***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 commented 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. Recently, the AFL-CIO described limited English skills as a “substantial barrier to safety and health for Hispanic construction workers.” The Contractors with whom we spoke expressed similar concerns.

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.

Most of the training will be held at the employer’s facilities, and provided by ESL staff from the City College of San Francisco. CCSF is already actively involved in providing a variety of classes at numerous facilities throughout the city. They frequently use public meeting areas in community facilities to conduct classes, and have offered ESL staff to teach the WESL classes. Instructors would come to designated sites, and CCSF would cover all facilitation costs.

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 importantly 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 tones. Both have extensive experience working with the target populations in the Mission, South of Market and North of Market/Chinatown

neighborhoods.

### ***Long-Term Funding***

Funding could be leveraged through various federal grants following the pilot phase of the program. More employer involvement in the following cycles will also offset local funding through the Mayor's Office. Since the costs will be relatively low, and employer interest is high, the program should be able to operate with a budget of \$72,000 per year in the initial "audio" phase of training two Full-Time Equivalent (FTE) staff members to coordinate and be .

We already have funding from the William and Flora Hewlett Foundation, and if we can demonstrate that this is a viable project, we have been promised future funding from other supporters such as the Mayor's Office of Community Development, City & County of San Francisco, Annie E Casey Foundation and the Kresge Foundation.

As more classes in written English language skills are added, our costs will increase for instructional materials, and will cause projects costs to increase to an estimated \$146,000 per year.

### **3. Evaluation**

Success of the WESL project will be defined primarily 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. Individuals will be given a Language Proficiency Interview (LPI), an oral exam, both before and after the class series. It is expected that LPI scores will rise for those enrolled in the classes. To control for effects of being in the country longer, can also administer LPI's to individuals at the workplace who are neither native English speakers, nor enrolled in the program.

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.

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 \$85,000

Subtotal \$85,000

#### Fringe and Taxes:

Employee Fringe @ 19% \$16,150

Payroll Taxes @ 8% 6,800

\$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 2,750  
Subtotal \$32,050

**TOTAL \$140,000**

***Budget Justification***

**5. Organization Information**

***History***

***Mission and Goals***

***Current programs, activities, accomplishments***

***Organizational Chart***

The Mission Hiring Hall has been working on behalf of low-to-moderate income San Franciscan's, and their employers, since 1971. (Mission Statement) Our clients include immigrants with limited English-speaking ability, and employers in the construction and hospitality industries. Our programs include a Job Readiness program, 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. (Letter of reference?) 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.

**Attach Org Chart from PP slide**

## **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

Org chart: print out from Powerpoint

Sources Cited