

Increasing Utilization of 311 among Limited English Proficient Speakers in San Francisco.

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Executive Summary

Introduction

Established in 2007, 311 is a 24-hour a day, 7-day a week information and referral service for residents, businesses and visitors to the City and County of San Francisco. More recently, 311 suspected that several groups, categorized as Limited-English Proficient (LEP), Low Income, or Elderly, were underutilizing their services. 311 identified that members of the Latino and Chinese communities exhibited the largest gap between expected and actual utilization. While the indicator for their low-utilization was primarily their status as LEPs, these groups also include low-income and elderly individuals. In an effort to increase utilization individuals among these groups, 311 recommended creating a strategic marketing plan.

Research and Main Findings

The Goldman School IPA engaged in quantitative research to better understand the scope of the underutilization problem and qualitative research to develop knowledge and strategies for increasing utilization among underserved groups.

The team found that both the language barrier and the digital divide are real in San Francisco and are restricting access to 311 services among Under Served Groups (USGs), though the language gap is a more manageable problem for 311. 311 is well-positioned to focus on closing the language gap,¹ with the main goal being increased usage among Chinese and Spanish LEPs, as they represent the largest proportion of the LEP population in San Francisco. 311's marketing plan should target primarily Chinese speakers, as a larger impact will be achieved within this group, while Spanish speakers should be the second target.

Qualitative research revealed several key themes among the Latino and Chinese populations, including the importance of word of mouth advertising/outreach and the insulated nature of the Latino and Chinese communities within San Francisco. Best practices for reaching LEP communities include quality service provision, relationship leveraging, trust-building and tailored outreach.

¹Language access for LEP individuals is mandated by federal, state and local laws, as language access is "a civil right and one of the key paths to meaningful participation in a democracy" The Civil Rights Act, Title VI (Federal, 1964), Executive Order 13166 (Federal, 2000), Dymally-Alatorre Bilingual/Alatorre Bilingual Services Act (1973, California) and the Equal Access to Services Ordinance (2001, San Francisco) ensure in unique ways that LEP individuals have meaningful access to government services.

Recommendations: 3 –Pronged Marketing Strategy

Based upon these findings, the Goldman School IPA team recommends a three-part marketing strategy, each part consisting of specific initiatives:

1.) Quality Assurance

- a. [Educate Customer Service Representatives to serve callers with utmost cultural sensitivity.](#)
- b. [Improve the translation experience through hiring, scheduling, and informing callers of the process.](#)

2.) Leverage Partnerships

- a. [Send quarterly email blasts to educate and build relationships with partners.](#)
- b. [Partner with the Office of Civic Engagement and Immigrant Affairs \(OCEIA\) to execute a 311 Awareness Campaign reaching out to Community Based Organization serving the Chinese and Latino Communities.](#)
- c. [Seek co-promotion with the Board of Supervisors.](#)
- d. [Build relationships with key SF City Departments.](#)
- e. [Build direct partnerships with Community Based Organizations](#)

3.) Messaging

- a. [Craft an appropriate and appealing message.](#)
- b. [Employ “earned advertising” in the correct media outlets.](#)
- c. [Target Latino and Chinese communities geographically.](#)

The GSPP IPA team recommended options that minimized costs (financial or staff-time) and maximized the total number of LEPs impacted. Some recommendations can be employed immediately, while others present more long-term solutions. Although much of the plan can be implemented simultaneously, the second and third initiatives are largely dependent upon progress being made in part one. All parts are intended to work in a concerted effort, all together creating exponentially more impact than any one alone. The persistent theme throughout this marketing plan is to continually decrease the cost of utilization while simultaneously increasing the value of utilization from the perspective of the LEPs.

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Background

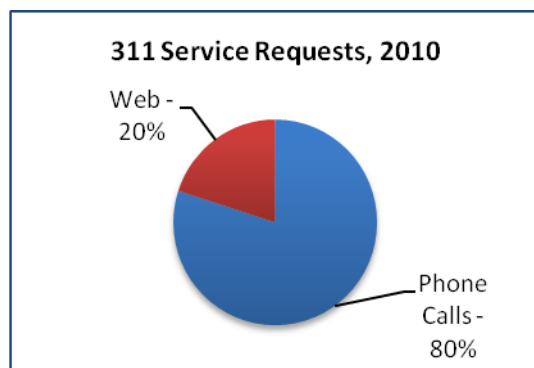
Introduction

311 was launched in 2007 by Mayor Gavin Newsom in order to provide a single point of entry for information and service requests within San Francisco City Government. Mayor Gavin Newsom recognized the inconsistencies, confusion and varied customer service that San Francisco residents faced when trying to ascertain the simplest

“Those most in need of city services, such as the elderly, those living at or below the poverty line, and new arrivals to San Francisco, are least likely to find their way through this confusing bureaucratic maze.”

-Mayor Gavin Newsom-

information, including inquiries ranging from where to obtain a birth certificate to how to request neighborhood street cleaning. Gartner Consulting found that the City had approximately 2,300 different phone numbers which residents had to navigate in order to identify their desired City office. Even more alarming, 40% of service requests were never fully addressed prior to the implementation of 311.²



311 is a 24/7 information and referral (I&R) service for residents, businesses and visitors to the City and County of San Francisco. The service enables improved government service delivery through performance reporting and analysis. Since its launch in 2007, 311 has answered over 11 million calls and established a website where residents can find information and submit service requests. In 2010, 311 reports showed a closure rate of 93% on submitted service requests.³

The Problem

311 staff initially approached our IPA team with a significant problem: their web and phone services were being underutilized by a few different subsets of the San Francisco population, including Limited-English Proficient (LEP)⁴ speakers, low-income communities and the elderly. 311 staff discovered this problem through anecdotal evidence and scholarly research.⁵ 311 requested that we

²City of San Francisco 311, History. *311 Presentation (Powerpoint)*. Retrieved May 11, 2011 from <http://www.sf311.org/index.aspx?page=18>

³311 Call Center Statistics. Using data from the period 7/23/10-12/31/10, including requests received on 12/31/10. 93% understates the actual close rate on service requests, since it often takes more than one day to complete complex service requests.

⁴Limited English Proficient is defined by the U.S. Department of Health and Human Services as “Persons who are unable to communicate effectively in English because their primary language is not English and they have not developed fluency in the English language.” Accessed on May 11, 2011 from <http://www.hhs.gov/ocr/civilrights/resources/specialtopics/lep/index.html>.

⁵Anecdotal evidence was gathered through key agency contacts and directly through work in the field. Scholarly research came from a 2007 Goldman School of Public Policy IPA report on the Digital Divide in San Francisco, retrieved May 11, 2011 from http://www.sfgov3.org/ftp/uploadedfiles/digital_inclusion/reports_publications/UCBDigitalInclusionReport060282007Final.pdf

develop a marketing plan to reach these underserved groups, with the caveat that the plan have minimal to no financial cost.

Identifying the Extent of the Digital and Language Gaps

Understanding the extent of the digital gap and the language gap in San Francisco will facilitate the design of a targeted marketing plan with limited resources. 311 initially asked us to investigate the underutilization of their services among several underserved groups and to understand both phone and digital access. This initial request informed our initial strategy for identifying the current size and status of the digital divide and the language gaps.

Methodology

We analyzed information from the 2009 City Survey conducted by the Controller's Office to assess the current state of the digital divide in San Francisco. Additionally, we used data from the 2000 United States Census to estimate the fraction of people in the city that are LEPs.

Findings

Both the language barrier and the digital divide are real in San Francisco and both are restricting access to 311 services among Under Served Groups (USGs), though we found that the language gap is a more manageable problem for 311. Phone access is more extensive than Internet access, and therefore represents a minor barrier to entry when compared to Internet and computer access among USGs. The digital gap would be more difficult to overcome through a 311 marketing plan because increasing accessibility to computers and Internet connection among USGs will require a large-scale effort.

Based on these findings, we recommend that 311 focus on closing the language gap,⁶ with the main goal being increased usage among LEPs.

The Digital Gap in San Francisco Persists, but remains too Large for 311 to Tackle

Using an econometric model⁷ we determined the extent to which underserved⁸ groups lack access to a computer and Internet connection at home. These findings are relevant in predicting the size of the digital gap in certain subsets of San Francisco population. The main findings⁹ are:

- People over 75 years old are 33.7% and 39.5% less likely to have a computer and home-access to Internet, respectively, when compared to adults in the 30 to 44 age range.

⁶Language access for LEP individuals is mandated by federal, state and local laws, as language access is "a civil right and one of the key paths to meaningful participation in a democracy" The Civil Rights Act, Title VI (Federal, 1964), Executive Order 13166 (Federal, 2000), Dymally-Alatorre Bilingual/Alatorre Bilingual Services Act (1973, California) and the Equal Access to Services Ordinance (2001, San Francisco) ensure in unique ways that LEP individuals have meaningful access to government services.

⁷ A complete description of the model is available in Appendix A1

⁸ 'Underserved group' within the context of this paper references those groups who are underutilizing 311 services, as identified by 311 to include: LEP speakers, particularly Spanish and Chinese, low-income groups and the elderly.

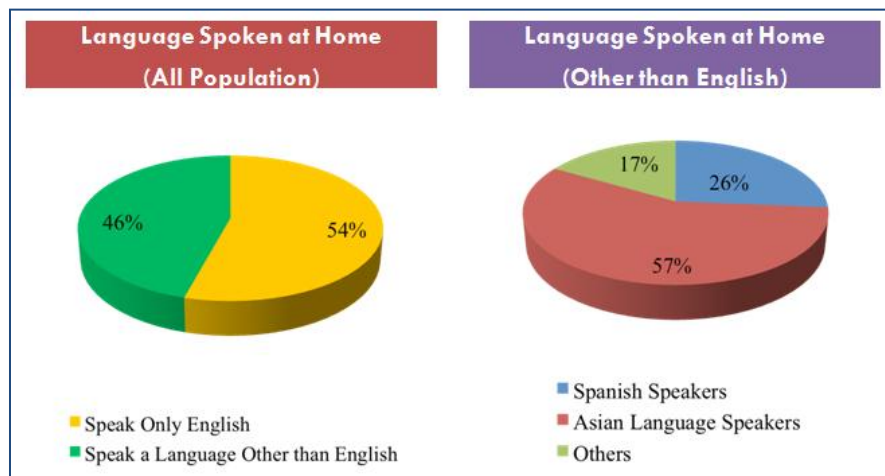
⁹ The results are available in Appendix A2

- Blacks are 11.3% and 13.4% less likely to have a computer and home-access to Internet, respectively, compared to whites of similar socio-economic characteristics.
- Latinos are 7.0% and 10.6% less likely to have a computer and home-access to Internet, respectively, compared to whites of similar socio-economic characteristics.
- People earning under \$25,000 a year are, on average, 16.6% and 18.9% less likely to have a computer and home-access to Internet, respectively, compared to the ones with earnings above \$100,000 per year.
- People with no college education are, on average, 25.8% and 27.5% less likely to have a computer and home-access to Internet, respectively, compared to people with 4 or more years of higher education.

Language Gap Findings

Using the information available from the 2000 US Census we obtained the percentage of San Franciscans who do not speak English at home, and the fraction of them that are LEPs:¹⁰

- 45.7% of San Franciscans over 5 years old speak a language other than English at home (341,079). 54.3% speak only English at home (404,571).

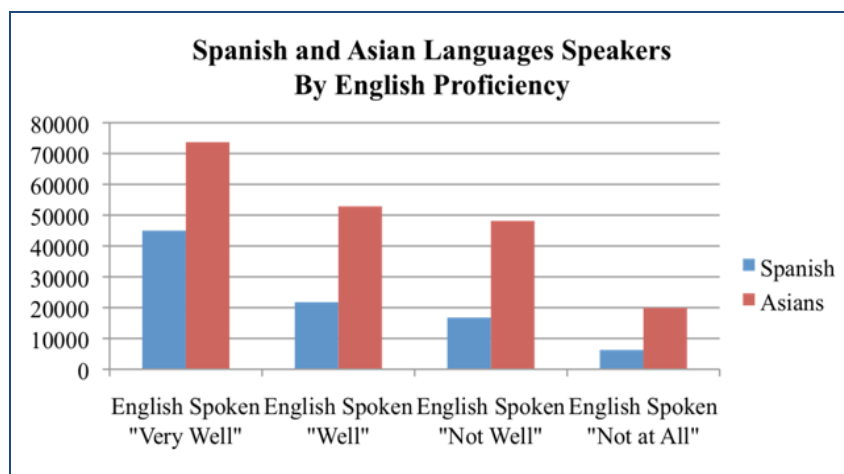


- Of the former group, 66% are immigrants.¹¹ Also, 57.0% of them are considered to be an Asian language speaker (ALS)¹² (194,584) and 26.3% of them are Spanish speakers. (89,759). 16.7% speak other languages (56,736).

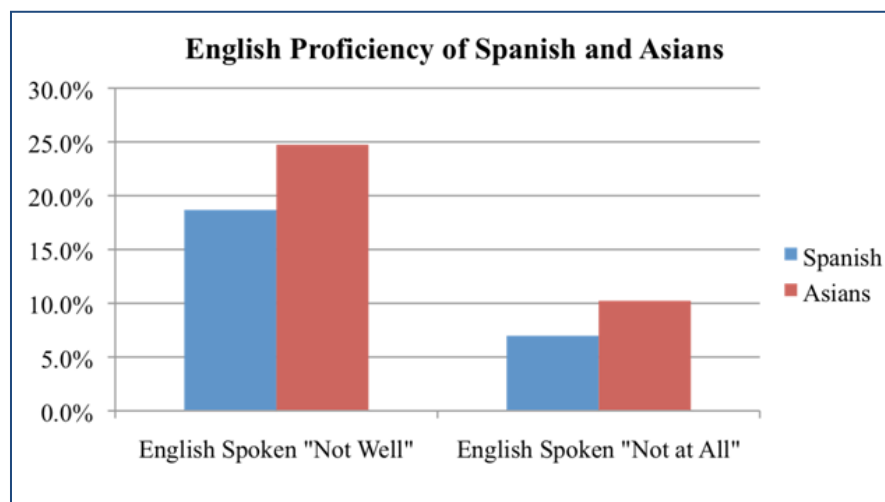
¹⁰ Graphs are available in Appendix A3

¹¹ City of San Francisco, Office of Civic Engagement and Immigrant Affairs (OCEIA). *Language Access Ordinance Annual Compliance Summary Report*. June, 2010.

¹² U.S Census defines ALS as East Asian languages such as: Chinese, Tagalog, Korean, Japanese, Thai and others.



- Of the ALS, 37.9% responded that they speak English “very well” (73,684), 27.2% responded that they speak English “well” (52,860), 24.7% responded that they speak English “not well” (48,134), and finally, 10.2% responded that they do not speak English “at all” (19,906).
- Of the Spanish speakers, 50.1% of them responded that they speak English “very well” (44,980), 24.2% responded that they speak English “well” (21,753), 18.7% responded that they speak English “not well” (16,764), and finally, a 7.0% responded that they do not speak English “at all” (6,262).



- Therefore, there are 91,066 ALS or Spanish speakers that speak English “not well” or that do not speak English “at all.” In accordance with the US Department of Health and Human Services (HHS) definition of LEP, we classified census data for speakers from the groups who do not speak English "well" or "at all" as LEP in our regression analysis. These LEPs represent 12.2% of the San Francisco population.

Identifying the Extent of the Language Gap within the LEP Population

Determining the size of the main groups of LEP speakers will facilitate the design of a targeted marketing plan with limited resources.

Methodology

Using data from the 2000 US Census, usage rates of the Language Line interpreter service in 2010, service request and information statistics for the calendar year 2010-2011, the 2009 American Community Survey (ACS) and the Controller's Office 2009 City Survey, we estimated the size of the language gap among the largest groups of LEPs.

Findings

Chinese and Spanish speakers are the largest LEP population in San Francisco. Approximately 73,000 LEP speakers are either Spanish or Chinese speakers. This group represents 72.9% of the total LEPs in the city.

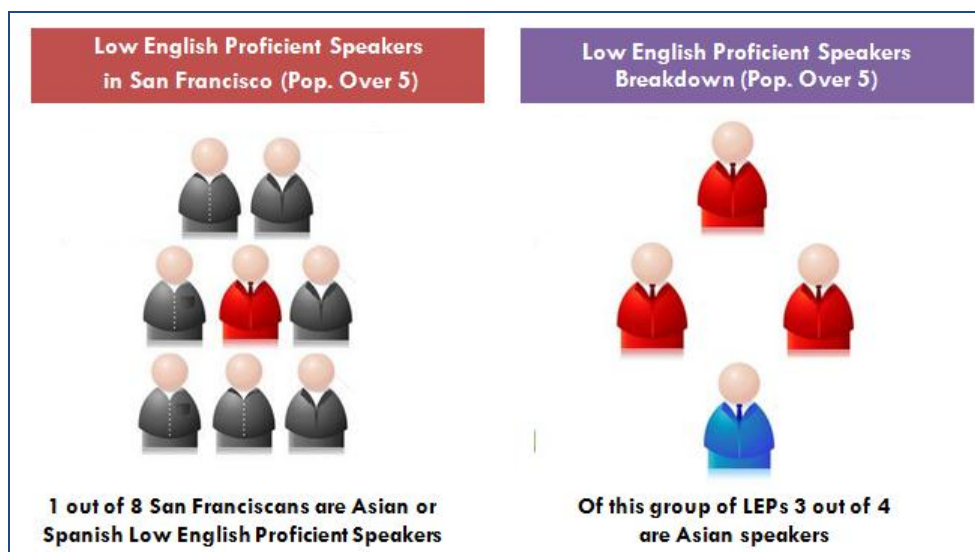
The language gap is real; and it is larger for Chinese speakers, who also are the largest LEP population. Therefore, 311's Marketing Plan should target primarily Chinese speakers. A larger impact will be achieved if the plan focuses strongly on this group. Spanish speakers should be the second target. Other LEP groups should not be considered in the first stage.

LEP Demographics

Using the information available from the 2000 US Census and the 2009 ACS, we obtained the main demographic characteristics of LEPs:¹³

- 34.9% of Asian language speakers are LEPs (68,040) while only 25.7% of Spanish speakers are LEPs (23,026). Asian language speakers not only are larger in size than Spanish speakers, but are also less proficient in English.
- LEPs, Asian language speakers, and Spanish speakers represent roughly 1 out of 8 of San Francisco population. Of this group, only 1 out of 4 is a Spanish speaker.

¹³ Graphs are available in Appendix A4.



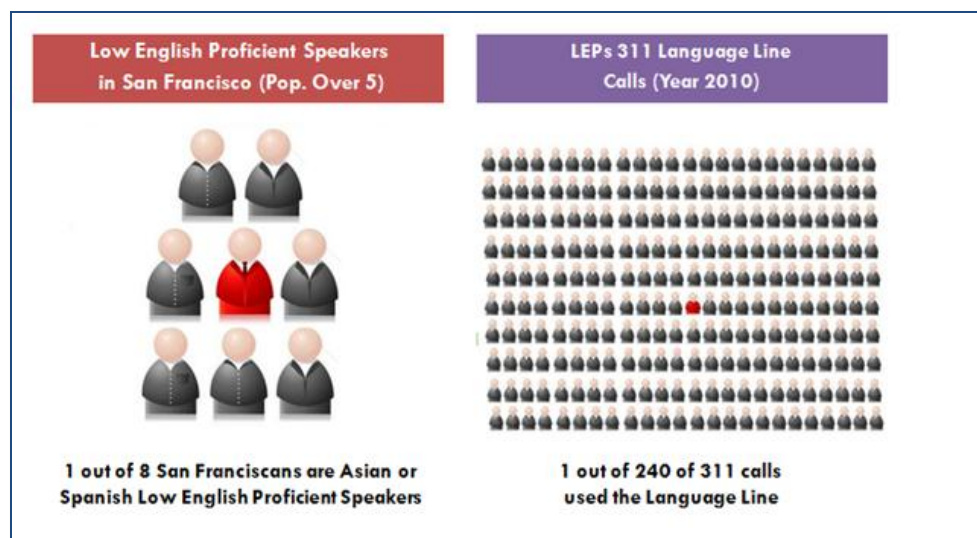
- Of the Asian language speakers, 70% are speakers of a language from China, 15% speak Tagalog and 5% Vietnamese. Korean, Japanese and Thai represent less than 4% each.
- In the ACS, 41% of the speakers of a language from China stated that they speak Cantonese while a 6% stated that they speak Mandarin. 53% recognized themselves as Chinese speakers.
- Our findings from the ACS also indicated: 51% of LEPs did not complete 12 years at school (compared to 19% of non LEPs), 43% of LEPs are over 60 years old (compared to 18% of non-LEPs), 43% of LEPs are employed (compared to 66% of non LEPs) and 52% of LEPs are not in the labor force (compared to 29% of non LEPs).

311 Language Line

The Language Line interpreter service data provides a valuable information tool to evaluate the lack of access of LEPs to 311 call center. Using 2010 data, we found:¹⁴

- **There is an imbalance between Spanish and Chinese LEPs demographics and language line usage.** In 2010, the language line was required 10,653 times. This number represents a small fraction of the calls received by 311. At least 12% of San Franciscans are LEPs, while only 0.4% of calls to 311 represent the LEP population. This data confirms that LEPs are not directly accessing 311.

¹⁴ Graphs and Tables are available in Appendix A5.



- 51.7% of the calls using the language line required Spanish (5506 in total). Cantonese and Mandarin requirements were 42.7% of the calls (4558 in total).

311 District Analyses by Services Requests

We used two econometric models¹⁵ relating demographic composition of San Francisco districts and service requests related to city districts to obtain a causal relationship between LEP inhabitants and the calls that 311 receives. The main findings are:¹⁶

- A negative correlation was found in 10 out 12 regressions among the percentage of ALS or Asians and the requests received by 311 for street and sidewalk cleaning and for infrastructure services. These findings (although far from being conclusive), suggest that Asian population is less likely to use 311 Call Center.
- No clear relationship was found between different levels of education, income or age and 311 requests for infrastructure services. These findings reinforces the idea that education, income and age have less influence in restricting access to 311 Call Center.

¹⁵ A complete description of the model is available in Appendix A6.

¹⁶ The results are available in Appendix A7.

Understanding the Chinese and Latino Communities

Cultural context, the lens through which an individual sees the world, is an important consideration in the crafting of an outreach plan aimed at a diverse community. When not taken into account, this context can become a barrier to utilization. Identifying, understanding, and overcoming these barriers is a critical step in the process of increasing awareness and sense of value these communities have for 311.

Methodology

We reviewed literature documenting the cultural context of Latino and Chinese populations and then corroborated that amassed information with interviews in the offices of two members of the San Francisco Board of Supervisors, David Campos and Carmen Chu.¹⁷ More information was compiled through email and/or website mining from key community based organizations (CBOs) serving these populations.¹⁸ Finally, many of these findings were also corroborated with the [best-practices research](#) completed in the course of this project. Several prevalent cultural context themes (CCT), some universal and some specific to groups, were identified.

Universal Cultural Context Themes (UCCT)

UCCT One: Language is a clear dividing line for these groups. Most people from Spanish and Chinese language groups feel most comfortable listening to language appropriate radio, reading Chinese newspapers, and watching Chinese television.

UCCT Two: Word of mouth is the most trusted form of advertisement/outreach. Most people within these groups learn information from friends, informal networks and CBOs. Conversations with these groups are particularly important. Having a government staff member explain the value of 311 at the end of a phone call or listening to an interview on the radio with a supervisor or government official can work to spread the word in the community.

UCCT Three: These groups are fairly insulated. These communities are not particularly integrated into other communities of San Francisco. They live in dense geographic areas, have news sources, media providers, stores, restaurants, and community based organizations particularly dedicated to their respective communities. They often interact exclusively with members of their own community.

Chinese Cultural Context Themes (CCCT)

CCCT One: A belief in not questioning government. The Chinese community, perhaps related to historical experiences with Chinese government, seems to exhibit a culture of not questioning government. It seems members of this community would not see it as their role to guide government to address issues through placing service requests.

¹⁷ Alire. "Serving Latino Communities."; Sue. "Chinese American Personality..."; Books: Asian American Ethnicity and Communication: <http://books.google.com/books?id=h838y5X3UxUC&pg=PR9&ots=qsiwGQv8ac&dq=Asian%20American%20Government%20Interaction&lr&pg=PR9#v=onepage&q&f=false>. Of orphans and warriors: inventing Chinese American culture and identity: <http://books.google.com/books?id=bdxPWWOmHIC&pg=PR9&ots=zFGw9ZxOR5&dq=chinese%20american%20culture&lr&pg=PR9#v=onepage&q&f=false>. Asian American Dreams http://books.google.com/books?id=2Ph9_v8afidQC&pg=PR7&ots=-m4nfNJI3&dq=Asian%20American%20Grass%20Roots&lr&pg=PP1#v=onepage&q&f=false

¹⁸ Chinese Chamber of Commerce, Latino Chamber of Commerce, La Raza Centro Legal, Chinese Community Housing Center.

CCCT Two: They are aware of issues and willing to share personally. Individuals in the Chinese Community are very aware of the problems they are seeing in the community (potholes, graffiti, illegal dumping, etc.) but are not inclined to report it until they are presented with the easiest opportunity. Most often, these reports go to Supervisors when they are seen in the community. Once again, the word of mouth sharing is a very important aspect of this culture. Therefore, Chinese individuals do seem to be concerned with these issues and eager to share, but perhaps, in conjunction with CCCT One, more willing to share on a personal level than through a more formalized government system, e.g. 311.

Latino Cultural Context Themes (LCCT)

LCCT One: A mistrust of government and a need for confidentiality. Presumably related to the current discourse around immigration in the US, members of the Latino community are very untrusting of government and perhaps even fearful. Latino individuals exhibit a concern that utilizing government services could result in a report to immigration services. While this is particularly strong among the undocumented subset of the population, it is pervasive.

LCCT Two: A minimal sense of entitlement. Individuals in the Latino community do not feel that they are entitled to government services.

Something to Remember: These groups are heterogeneous and ever changing. While we've worked to scale the analysis of these groups to a point where we can find consistent cultural themes, there is still variation within the group. For instance, younger members of this group will more likely have adapted to some aspects of "US Culture" while the older members of the group may still have a lasting cultural context from their heritage. Additionally, San Francisco is a landing point for many new immigrants. While some people make San Francisco their home, others move on after a period of time. The Chinese and Latino populations in San Francisco are truly ever changing.

Best Practices Research

Understanding and applying best practices from analogous organizations and City agencies will enable 311 to shape a marketing plan which effectively reaches the target groups.

Methodology

We interviewed marketing and executive staff members from four San Francisco agencies, representing those organizations which have the highest contact with LEP ([and low-income]) populations and a record of successfully bringing them into their organization. In order to understand the perspective from analogous organizations, we also interviewed staff from the New York City 311 and the San Francisco Bay Area 211.¹⁹ After we completed interviewing the ten individuals, representing six organizations, we analyzed our findings and identified four common practices that were highlighted in most interviews.

Practice 1: Quality Service is Essential

The first component of any marketing strategy requires that the organization provide a high quality product or service. Doing so ensures that customers will both use the service again and recommend it to friends, family and/or members of their community. This high quality service provision and “word of mouth” marketing can be an effective way for

Office of Civic Engagement and Immigrant Affairs’ (OCEIA) street outreach team often encourages residents to use 311’s phone services and walks them through the process of making a call to 311. One member of the team recently took a Cantonese LEP through this process and waited 11 minutes before she could speak to someone in her language! This long wait time is a problem if 311 wants the LEP communities to use 311.

- Adrienne Pon, OCEIA, San Francisco-

organizations to passively market their services. Indeed, a recent McKinsey study found that word of mouth is the primary factor behind 25 – 50 percent of all purchasing decisions.²⁰

During our best practices research, we discovered a few serious service barriers for LEP individuals in accessing 311’s phone services. Nearly every interviewee within the City of San Francisco reported long wait times for LEP constituents or culturally insensitive customer service representatives (CSRs). These service problems are experienced and identified by both intermediaries (CBOs and City Agencies) as well as individuals within the LEP populations. 311 also confirmed the existence of the long wait times for translation services.

¹⁹*SF City Agencies Interviewed:* Office of Civic Engagement and Immigrant Affairs (Adrienne Pon, Executive Director; Felix Fuentes, Community Engagement; Guiana Henriquez, Senior Policy Analyst), Healthy San Francisco (Bob Meneses, Director of Marketing and Communications; Adrian Nunez, Community Relations Manager), Human Services Agency (John Murray, Senior Policy Analyst); Project Homeless Connect (Kara Zordel, Director) *Outside Agencies Interviewed:* United Way of the Bay Area 211 (Maria Stokes, Marketing); New York City 311 (Chenda Fruchter, Commissioner); New York City Department of Health and Mental Hygiene (Micaela Coady, Director of Research and Evaluation

²⁰Bughin, Jaquie, Doogan, Jonathan & Jorgen Vervik, Ole. (2010, April). A New Way to Measure Word of Mouth Marketing. *McKinsey Quarterly*, 2.

Continued service issues have the potential to lead to negative word of mouth marketing for 311 and perhaps, decreased service utilization among LEP communities. We expect that LEP communities will either use 311 at a lower rate or be discouraged from trying it, since both intermediaries and peers have negative experiences and perceptions of 311 for LEP communities. We also recommend that 311 establish stricter guidelines with the existing Language Line services contract in order to minimize long wait times; or, perhaps, seek out a contract with other providers.

Practice 2: When Budgets are Tight, Leverage Existing Relationships to Reach Target Markets

Both City agencies and analogous information and referral (I & R) services found that leveraging their existing relationships with Community Based Organizations (CBOs) and/or City agencies allowed them to reach target populations while minimizing the impact on their budget. Similar to 311, other I&R services have limited or nonexistent marketing budgets, which necessitates creative partnering for both small and large scale promotional activities. Due to the nature of 311's service, leveraging relationships provides a mutually beneficial way for the organization to promote its services within targeted communities while also increasing or improving access to the service provided by the partnering agency.

New York City's 311 Reaches LEP Communities by Partnering with other City Agencies

Like San Francisco 311, New York City (NYC) 311 has almost no budget allocated for marketing. With support from the Mayor's Office and consistently positive feedback from City agencies and end users, they have successfully partnered with several agencies to bolster their marketing presence and visibility among New Yorkers, particularly the underserved populations.

Most notably, their partnership with the Department of Health and Mental Hygiene (DHMH) has prevailed for the last 5 years and enabled 311 to reach members of the City population which may have otherwise been unaware of 311. DHMH runs a sixteen-day annual smoking cessation program, which tends to attract low-income, low-education individuals, with about 20% LEP Spanish. In order to ensure take-up within the NYC population, DHMH allocates \$2M to marketing in English and Spanish throughout New York. The partnership between NYC's 311 and DHMH has increased awareness among populations that are traditionally more difficult to reach



When 311 was initially launched in 2007, it received widespread support throughout the City and particularly from the Mayor's Office. City Agencies have been very supportive of 311's service and appreciate the value that 311 provides to both individual callers and the City Agencies themselves. 311 continues to hold strong relationships with several City agencies, including OCEIA.²¹

²¹Sample advertisement from SF Food Bank. Retrieved on May 11, 2011 from <http://www.sffoodbank.org/>.

211 Partners with CBOs to Maximize Visibility

SF Bay Area 211 has ongoing partnerships with the *Earn it Keep it Save It* program and the San Francisco Food Bank, which help bolster its minimal marketing budget. Both partner organizations have integrated 211 into their websites and advertisements, which are placed throughout the City of San Francisco. The widespread distribution of these advertisements with 211's logo helps 211 to build awareness and brand credibility within its target markets.

In order to increase awareness and utilization of 311 among the targeted population, 311 should deepen its already-existing relationships with other City Agencies. Deepening relationships is an important strategy because SF agencies see the value of 311, hold relationships with key CBOs and have the capacity to promote 311's services.

Practice 3: Build Trust

Effectively reaching LEP communities requires building trust with both the LEP individuals and with partner organizations that have regular access to these individuals. Building trust within LEP communities is important, particularly for government agencies, because individuals may innately lack trust in

government, as [discussed earlier in the report](#). Individual trust can be built through grassroots outreach and via relationships with partner organization.

Trusting relationships with partner organizations is essential, so that partners can confidently promote and market the organization in full confidence that their partner will provide high-quality, inclusionary services.

Leaders and program staff at partner organizations, including government agencies and community-based organizations, have direct contact with target markets. These individuals act as both gatekeepers and information providers to these communities. Organizations working to reach specific groups find that it is essential to hold trusting, ongoing relationships with key providers.

CBOs can act as both gatekeepers and information providers to these communities. Organizations working to reach specific groups find that it is essential to hold relationships with key providers.

OCEIA & Project Homeless Connect

Use of Street Outreach Teams

OCEIA and Project Homeless Connect both work with communities that are often difficult to reach through mainstream communications channels. The LEP and homeless communities who they seek to reach are often less apt to trust government agencies.

These two agencies have been able to successfully connect with their target communities by employing street outreach teams who speak the "same language" as the target communities, both linguistically and culturally. In doing so, they have been able to develop trust with individuals from the most vulnerable populations in San Francisco. The outreach teams have successfully educated and induced many residents into accessing much needed City services.

Practice 4: Tailored Outreach to LEP Populations

In order to ensure that LEP communities are reached, it is important that marketing and promotional materials are in the target languages. In addition, they should be placed in areas that the target markets frequent, including bus lines, neighborhood organizations, language appropriate radio stations and newspapers.

311 already provides materials in key languages, though it is essential that they consider where these materials are being distributed when implementing their marketing strategy.

211's "Earned Advertising" Strategy

Recognizing the expense of paid advertising, 211 has approached their media advertising strategy through Public Relations. Calling it "earned advertising," 211 sees the advantage of receiving media coverage for free. Although staff members must write and translate press releases, there is no immediate budget impact.

Marketing Strategy

Introduction

In crafting a marketing plan, there were five clear options available: 311 could correct internal issues barring LEPs from utilization, develop partnerships with city government or CBOs, employ a more traditional marketing and public relations campaign, or simply continue course with no change.

Considering the criteria by which these alternatives must be measured:

- Financial Costs
- Staff Time Costs
- Overall Goal-Reaching Effectiveness

It seemed most reasonable to implement a tailored approach specifically focusing on aspects within each general option. These specific recommendations tackle the barriers that have been discovered with the specific best practices. In some cases our recommendations are completely developed, while others will require further investigation. Some recommendations will be able to be employed immediately while others present more long-term solutions. In general, it is our goal to continually decrease the cost of utilization while simultaneously increasing the value of utilization from the perspective of the LEPs.

The marketing strategy is presented in three major parts: Quality Assurance, Building Partnerships, and Messaging. In general, each part could be implemented simultaneously. However, several aspects of the latter two parts rely heavily on the initial pursuance of the Quality Assurance Commitments. We feel strongly that telling the story of 311's commitment to LEPs and Quality Assurance are critical for building strong relationships and effective messaging.

Quality Assurance: Two Commitments

Since inception, 311 has exhibited a clear commitment to providing high quality service. Management has worked to maintain this level of service through soliciting feedback from stakeholders, data analysis and ongoing training. However, in the course of this project, a perception of service deficits, especially in the realm of serving the LEPs has been identified. Addressing these service deficits and then telling that story serves the following goals:

- Ensuring that calls made by LEPs to 311 are positive experiences, making these groups aware of the value of 311 and igniting word-of-mouth outreach.
- Informing SF City Government Partners that their feedback was addressed and that 311 is committed, just as they are, to serving LEPs.

- Creating a scalable program informed by best practices research. This type of commitment to quality assurance and cultural sensitivity is beneficial \to the groups that have been the focus of this project as well as to all individuals of the SF population.

Pursuing the following programmatic commitments will address the exposed service deficits and will set the stage for successful efforts in the remaining aspects of the marketing plan.

Commitment One: Commit to Cultural Sensitivity

The 311 Customer Service Representatives (CSRs) are presumably acclimated to navigating the San Francisco County and SF City government services, and utilizing 311. It is vital for CSRs to remember that LEPs, with their cultural contexts, have both different levels of knowledge about government services and different perspectives about the role and value of 311. Call takers must employ a sense of empathy on every call.

We recommended building a diversity awareness component into existing training. Most organizations utilize diversity or cultural sensitivity training as a way to guide relationships among staff within the organization. Building a respectful, culturally sensitive, and empathetic work-force is of incredible value and will set the overall tone of better serving LEPs. However, we believe this training should be formatted additionally for SF 311 CSRs to serve callers with cultural sensitivity. That is, a portion of the training should be specifically focused on seeking the perspective of the callers. Providing time for focus group sessions among CSRs to brainstorm about the ways cultural perspectives could inhibit the call from being a success, ways to overcome that barrier, and ways to be as sensitive as possible to the caller can be great ways to grow an empathetic CSR staff, while drawing on their own expertise and experience as diverse individuals. Meanwhile, specifically educating around these messages is also important, in the scope of this project and serving LEPs:

- “SF 311 Calls are Confidential!”
- “The city of San Francisco values your opinion!”
- “If you live in San Francisco, you’re a citizen of San Francisco”
- “SF 311 is at your service...”
- “Thank you so much for calling 311” or “...reporting that issue” or “have I addressed all your needs completely?”

These phrases and others created in the diversity training/brainstorm process could be posted on signs around the office, as part of an ongoing commitment or “**Campaign Empathy**” for CSRs to remain empathetic and understanding to all callers while employing a positive and educational message.

Supervisors could monitor calls as part of regular quality assurance measures and specifically rate the caller’s empathetic approach and commitment to positive messaging. Positive feedback, in addition

to having these CSR's assist leading future diversity training think tank groups, or share examples, are easy ways to reinforce this desired behavior.

Breaking down cultural assumptions, building awareness and empathy, and employing such positive messaging is an ongoing process and should be bolstered with ongoing trainings and a consistent level of commitment shown from leadership through expressed word and example.

Commitment Two: Commit to Minimizing the Translation Burden

The language barrier remains one of the greatest barriers to utilization for LEPs. The root of several of the quality assurance concerns that were identified in this project were related to minimizing the “cost” related to translation. Such costs manifest in the form of the time it takes to secure a translator, the process of translation (miscommunication and actual time), and the low availability of on-staff translators. While these goals are not simply achieved, they should remain ongoing commitments for SF 311. Overall, the goal is to move as many LEP calls to in-house multilingual CSRs as possible.

Maintain a commitment to hiring bilingual or multi-lingual staff. As openings in the CSR staff become available, it is highly encouraged that individuals with Spanish, Cantonese, or Mandarin fluency are given special consideration, (while recognizing that other language skills are valuable). An important consideration is that the language line is a costly endeavor. As this overall marketing strategy eventually ratchets up utilization by LEPs, it would most likely increase demand on the language translation line to the point, where hiring more dedicated multi-lingual CSRs would be cost-neutral or even cost-reducing. While multi-lingual staff will always provide better service, the rising cost of the language line may provide the additional impetus needed for additional hiring.

Explore scheduling options to match LEP calls with bilingual or multilingual CSRs. Further investigation should be made into the possibility of scheduling bilingual or multilingual CSRs during the period of highest demand of LEP calls. Demand information can be aggregated from ongoing use of the translation line. Actually scheduling bilingual or multilingual CSRs may prove to be more difficult because of contractual obligations with labor organizations. Perhaps the schedule slot can be identified as a “bilingual or multilingual skill” time slot, setting apart those with that skill to bid on that slot first.

Make callers aware of the translation process. While call systems estimating and reporting wait times to callers are expensive, a general transfer message making callers aware of the process they are embarking on would be valuable. For instance, after the caller presses a number to indicate they need Spanish, or Mandarin, or Cantonese, then the transfer message could inform them that a translator is being obtained, and this may take just a few moments – that their call is very important and that you very much apologize for the wait.

Leveraging Partnerships: Five Initiatives

Initiative 1: Quarterly Email Blasts Provide a Cost-Effective Approach for 311 to Leverage Existing Relationships.

Quarterly email blasts provide an opportunity for 311 to have a regular and systematic method for communicating with City agencies and the Board of Supervisors. These groups already believe in the overall value of 311, despite some skepticism about 311's ability to adequately serve the LEP communities. This strategy is not time-intensive, costly, or difficult to implement. It will also increase awareness among City agencies about how 311 is reaching the LEP populations, which is essential because many City agencies already hold relationships with key CBOs.

311 can provide information on relevant updates to 311 services for LEP populations and openly acknowledge some of the difficulties that LEP individuals may face when trying to connect with 311. The email communication will also open opportunities for agencies to provide feedback to 311 on ways to improve service to the LEP communities. Content should also include appealing messages targeted to LEP groups, the details of which will be discussed later in the report, in the [Messaging](#) section.

The format of the messages might begin simply, but creating a visually appealing and compelling message will encourage users to open and read them. 211 of the Bay Area uses Constant Contact for quarterly emails that they send to nonprofit partners, to inform them of news that is relevant to their community and target markets.²²

Messages should be directed to key contacts at City Agencies classified as Tier 1, as they have a high volume of interactions with the general public and particularly with LEP communities.²³ Board of Supervisorial staff also have a high degree of contact with their constituents, and provide an opportunity for 311 to communicate their activities.

The success of this initiative can be measured in a few ways, including both outcomes and outputs related measurements:

Key Performance Indicators	
Outputs	Outcomes
<ul style="list-style-type: none"> Percentage/number of emails opened/viewed Number of email responses Increased feedback from targeted agencies 	<ul style="list-style-type: none"> Increased calls to the language line in response to targeted messaging.

²²See Appendix A-10 for a sample email from Bay Area 211.

²³Tier 1 agencies are those which must comply with the full extent of federal, state and local LEP laws and submit Annual Compliance Plans to the Board of Supervisors and the SF Immigrant Rights Commission. These departments should be utilized because of the nature of their direct contact with the LEP populations. (San Francisco Compliance requires that city departments provide services in non-English languages when 10,000 city residents, 5 percent or more of the clients served by the department, or 5 percent of the residents of the supervisorial district in which the departments' offices are located, are LEP and share a primary language. <http://www.caasf.org/wp-content/uploads/PDFs/Overview-of-SF-Equal-Access-to-Services-Ordinance.pdf>)

Initiative 2: Deepen already-existing partnership with OCEIA.

311 and OCEIA already work in partnership and have significant mission alignment.²⁴ OCEIA is interested and capable of deepening the partnership, given the complementary nature of the two organizations' missions. 311's staff time will be required at the outset of relationship development, but ongoing maintenance should be minimal. A marketing and promotional campaign, run in partnership with OCEIA, would provide the best "bang for buck" for 311, given the deep partnerships that OCEIA already holds within the targeted communities.

On behalf of 311, OCEIA can develop and execute a 311 awareness campaign, involving the identification of key community based organizations, coordination and event planning, and impact evaluation. The awareness events would likely include community information sessions, outreach and information dissemination to CBO networks and neighborhood associations and street outreach. OCEIA can run both baseline and follow up surveys to understand the success of the campaign. Second round surveys could also be conducted through street outreach teams to see how awareness has developed.²⁵

Key Performance Indicators	
Outputs	Outcomes
<ul style="list-style-type: none"> Survey results Attendance rates Increased feedback from CBOs 	<ul style="list-style-type: none"> Increased calls and services requests to the language line in response to targeted messaging.

Initiative 3: Develop Stronger Relationships with Board of Supervisor Staff. Relationships with the Board of Supervisors (BOS) are critical for the long-term success of 311. Supervisors are strongly connected to their constituents and occasionally, through constituent services, take on some of 311's responsibilities. Building a strong relationship with BOS staff can result in various mutually beneficial outcomes. It is our recommendation to utilize the already scheduled BOS staff 311 database-use training program as the conduit for systematically growing this relationship. As part of this training, we've outlined the following goals:

Educate about value of SF 311. Create a one page take home sheet on key statistics specific to each district. "These were the number of service requests from your district; these were the primary service requests made..." Identify average wait time for callers, and average length of time it takes for services requests to be fulfilled. Educate about the process 311 has for ensuring service requests are fulfilled by government agencies. Explain the potential hiccups in the system, and how 311 is

²⁴ OCEIA promotes civic participation and inclusive policies that improve the lives of San Francisco's residents, particularly immigrants, newcomers, underserved and vulnerable communities. OCEIA seeks to bridge linguistic and cultural barriers to ensure that San Francisco's diverse residents have equal access to city services and opportunities to participate and contribute in meaningful ways to the success of the community and to the city. Retrieved May 11, 2011 from <http://www.sfgsa.org/index.aspx?page=957>

²⁵ Some initiatives are already in place at OCEIA, and 311 could begin leveraging the relationship to gain data through market research by participating in (1) Already-planned OCEIA-run focus groups could include 311 questions around the top 5 needs and concerns of participants. (Survey is to be conducted before the end of June) or (2) OCEIA will be sending online surveys to CBOs that serve Black, Asian, Latino, Russian and Vietnamese populations. These surveys could ask questions for 311 (Survey conducted in September)

working to constantly improve service. Finally, explain how service is very important to 311, and that 311 has high value.

Solicit Feedback. Ask for input from BOS staff about how 311 can better serve them. Seek to understand the division between 311 services and constituent services. At what point should individuals be calling 311 and when should they be calling their supervisor's office? In future meetings, or through other forms of communication, be sure to share where BOS feedback was implemented or addressed.

Encourage cooperation and co-promotion. Once mutual respect for the services each provides to constituents has been established, BOS staff and 311 CSRs should refer calls and educate about one another, as appropriate. For instance, "your needs could be best addressed by Supervisor Chu's office, let me transfer you, or let me give you that number, etc." Meanwhile, when very 311 appropriate calls come into the Supervisor's office, they could give them the information, but say, "first, did you know that 311 can easily answer that question for you, have you called 311 before?" Make a commitment to co-promote on every call, once it is clear exactly where that dividing line exists between BOS and 311.

Specific to serving LEPs, developing relationships with the offices of Supervisors Chiu (District 3), Chu (District 4), and Campos (District 9), would be most beneficial. However, deepening relationships with all BOS offices is vital.

Initiative 4: Leverage Relationships with Key City Departments

This strategy will require the most staff time, but has the potential to reach the largest number of members of the LEP community. Although this initiative will require more staff resources at the outset, we believe that it will result in increasing usage of 311 among community members, higher brand recognition among San Francisco residents, City employees and staff at CBO's and neighborhood associations. This natural grassroots marketing will ultimately mean lower marketing efforts required from 311 services.

To undertake this strategy, 311 will need to coordinate annual meetings²⁶ with City Agencies that have high contact with the Spanish and Chinese LEP Communities. We recommend that initial work begin with the Human Services Agency, Department of Public Health and the Municipal Transportation Agency, as they all serve a high proportion of Spanish and Chinese LEP groups, as reflected in the table below.

²⁶ We recommend annual meeting as a minimum and encourage biannual meetings if possible.

DEPARTMENT	CAN	MDRN	RUS	SPN	TAG	VIET	Other	Totals LEP	Total Clients
APD	7	0	1	454	1	8	9	480	6,835
DA	684	609	1	1,967	3	7	596	3,867	24,575
DEM	2,952	820	430	8,065	145	217	586	13,215	465,000
ELEC	21,727	0	0	3,989	24	124	74	25,938	465,181
FIRE	2,952	820	430	8,065	145	217	586	13,215	80,300
HLTH	40,525	3,950	3,077	36,124	572	5,779	20,494	110,521	1,208,419
HSA	58,891	N/A	13,251	33,593	6,234	5,514	8,274	125,757	264,949
JP	32	0	1	153	4	3	11	204	2,131
MTA ^{ix}	N/A	N/A	N/A	41,315	N/A	N/A	135,543	176,858	724,829
PUBDF	420	0	0	7,000	0	0	0	7,420	28,000
RENT	1,536	48	132	612	48	24	36	2,436	27,806
SFPD	9,905	1,870	1,084	21,670	1,107	776	6,890	43,302	1,425,333
SHF	6,006	N/A	N/A	12,766	N/A	N/A	2,028	20,800	125,112
TOTAL	145,637	8,117	18,407	175,773	8,283	12,669	175,127	544,013	4,848,470

SPN = Spanish	MDRN = Mandarin	VIET = Vietnamese
CAN = Cantonese	RUS = Russian	TAG = Tagalog

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Many San Francisco agencies are both willing and able to include 311 in their promotional and marketing materials, though they have requested that 311 provide them with tools and templates to ease the process. 311 can provide templates, forms and fliers to partner agencies to ensure ease of distribution and inclusion within marketing materials.

This initiative will require annual or bi-annual meetings between 311 and key agency staff. These meetings will provide an opportunity for 311 and the Agency to discuss ways in which 311 can be integrated into their materials or programs and increase 311 logo usage within other agency materials.

We have also identified several ‘second-priority agencies’ that 311 should consider establishing a relationship with once ongoing relationships have been established with the initial recommended groups. These second-priority agencies include Office of Economic/Workforce Development, Department of Public Works, and SF Public Library.²⁸ Although there is not current data available about the number of Spanish and Chinese speakers served by these agencies, the IPA team recommends considering pursuing relationships with them in the future due to the nature of their services. The June 2011 LAO report should include data on the percentage of Spanish and Chinese LEP speakers served by these agencies and inform future decisions in regard to the pursuit of these partnerships.

²⁷City of San Francisco, Office of Civic Engagement and Immigrant Affairs (OCEIA). *Language Access Ordinance Annual Compliance Summary Report*. June, 2010. (p 10).

²⁸These agencies became classified as Tier 1 departments in July, 2010. There is not currently data available about the number of Spanish and Chinese speakers served by these groups, but given the nature of the services they provide, the IPA team recommends pursuing relationships with them in the future.

Key Performance Indicators	
Outputs	Outcomes
<ul style="list-style-type: none"> Number of agency partners Number of end-users viewing materials Number of programs and activities participated in by 311 	<ul style="list-style-type: none"> Increased calls and services requests to the language line in response to targeted messaging.

Initiative 5: Targeted Partnerships with CBOs

Although forging partnerships directly with CBOs seems to be an attractive partnership alternative, it is not the most efficient use of 311's staff resources. 311 should wait to pursue this marketing strategy because relationship development and trust building require a significant investment of time and staff resources.

Although 311 has expressed discontent with past success in leveraging relationships with City Agencies, we believe that 311 will yield better outcomes than previously experienced if they implement the strategies outlined in this report. We expect better outcomes because these activities involve regular, direct communication and systems for measuring impact. Conversely, prior efforts undertaken by 311 were more ad-hoc. Although direct relationships with CBOs would yield a high number of impressions, similar numbers can be achieved through partnerships with government agencies.

If 311 decides to pursue this alternative once the others have been successfully launched, they will need to begin developing relationships by setting up meetings with directors at CBOs. In these meetings, they should share information on 311 services, 311's value proposition for the specific LEP community and key messaging. As relationships develop, the CBO's should be integrated into the quarterly email blasts. Staff should also identify opportunities for 311 to build awareness within the LEP communities through information sessions and promotional materials at these CBOS.

Chinese Community CBOs

- Chamber of Commerce
- Chinese Community Housing Corporation

Latino Community CBOs

- La Raza Information Center
- La Raza Centro Legal
- Mission Neighborhood Center
- Good Samaritan FRC

Key Performance Indicators	
Outputs	Outcomes
<ul style="list-style-type: none"> Number of 311 events/messages at CBO Number of attendees at events 	<ul style="list-style-type: none"> Increased calls and services requests to the language line in response to targeted messaging.

Messaging: Three Efforts

Effort One: Crafting the Appropriate Message

The messages directed to LEP communities must be culturally sensitive as well as relevant. As shown in previous sections, LEPs have important cultural barriers, which require culturally sensitive messaging. These barriers limit the interaction of these communities with public agencies. Chinese communities are less likely to question or request government services, while a proportion of the Latino community might prefer to avoid contact with public office due to immigration status concerns.

The message should also be relevant to LEP interests. An increased value of the call will have the effect of persuading more people to use 311 services. Given these requirements, our proposals are shown in the following table:

	Chinese LEPs Community	Latino LEPs Community
Culturally Sensitive Approach	311 to communicate government interest in knowing their opinion	311 to convey trust, confidentiality
Interests	SFHA Issues (Chinatown) Street and Sidewalk Cleaning (Chinatown/Nob Hill)	San Francisco ID card SFHA Issues (Downtown/Civic Center) Graffiti (Mission) Abandoned Vehicles (Bernal Heights)

A culturally sensitive approach for the Chinese side should emphasize 311's interest in knowing the opinion or concerns of the community. In services, either private or public, contact lines strongly matters in customer's perceptions. On the other hand, for the Latino community, 311 must convey trust and confidentiality. As 311 is an organization highly specialized in managing the contact line between San Francisco City Government and citizens, it is in an excellent position to communicate these culturally sensitive messages.

The 2010 311 Call Center records suggests that Chinese communities in Supervisorial District 3 are interested in services related to San Francisco Housing Authority (SFHA) and street and sidewalk cleaning (especially in Nob Hill). Additionally, Spanish communities in District 9 are concerned about graffiti (especially in the Mission) and abandoned vehicles (mainly in Bernal Heights). A large amount of requests related to SFHA appear for Downtown/Civic Center residents. Finally, the San Francisco ID card was mentioned by 311 as a highly demanded service of the Latino community, especially in 2009, the year when it was launched.

Effort Two: Utilizing the 'Right' Messaging Channels

Purchased advertising cannot be considered due to current budget limitations. Therefore, 311 must take advantage of their public character by placing its messaging through other city offices (that have a higher outreach capacity) and also through "earned" spaces in the media. For the rest of this

section, we will refer to this last strategy as “earned advertisement.” The media channels where 311 should focus their efforts in placing earned advertisement include:

	Chinese LEPs Community	Latino LEPs Community
Radio	Sing Tao Daily Group AM 1400 – FM 96.1	Radio Unica – KIQI 1010
Newspaper	Sing Tao Daily Group (Daily)	El Mensajero (Weekly) El Tecolote (Bi-Weekly)
Television	KTSF – Channel 26	KDTV – Univision – Channel 14

A Corey, Canapary & McCullough market research report indicated that over 50% of the Chinese speakers in the Bay Area are reached through the *Sing Tao Daily* Group. The study estimated that the *Sing Tao* newspaper is read by 85% of Chinese newspaper readers in the San Francisco. Additionally, *Sing Tao* radio captures 83% of Chinese radio listeners in San Francisco. *Sing Tao* radio covers the Cantonese population in their AM frequency, while the FM station covers the Mandarin demand. In the television market, Channel 26 focuses strongly on the Chinese population in the Bay Area. The channel offers broadcasting in Cantonese and Mandarin.

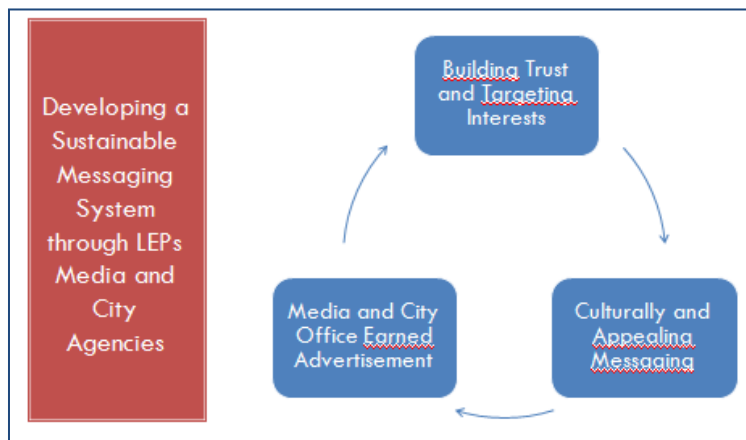
On the Spanish side, there are at least 5 newspapers covering the Latino community. *El Mensajero* newspaper has the largest distribution with over 100,000 copies for the Bay Area. The newspaper facilitates geographical targeted advertisement through zip code distribution. Therefore, this could be a good channel for purchased advertisement if 311 consider this alternative in the future. Additionally, *El Tecolote* newspaper has a biweekly distribution. The newspaper is distributed in the Mission, and also to community based organizations serving the area. This newspaper has given extensive coverage to challenges faced by the Latino community to access city services. Additionally, KIQI 1010 Radio Unica and Channel 14 are the main radio stations and television channel strongly targeting the Latino community.

To place earned advertisement in the media that serves LEPs 311 need to consider the following alternatives:

- Strengthen the relationships between 311 staff member who is managing the communication strategy and the Chinese and Spanish media. Have a bi-monthly call with key journalists and media editors.
- Create events to communicate new 311 services that are sensitive to Spanish and Chinese LEP speakers. Organize these activities in [coordination with OCEIA](#).
- Actively look for media coverage in these events and in other contextual opportunities that might appear in the future (as it was in the case of the San Francisco ID)
- Translate press releases in Spanish and Chinese.

We realize that these initiatives are time consuming, perhaps some of the most time consuming aspects proposed in this marketing strategy. Perhaps discussing the importance of these earned advertisements for 311 with the Mayor's Press Office or Board of Supervisor Offices might result in using their connections and reducing the ongoing cost on 311 staff. Possible connections and willingness to co-promote in the media should be explored. Additionally, scaling to just a few media outlets at first would be an effective way to minimize start-up time costs when the communication cycle is being developed. Regardless when using earned advertising, relationships are needed to make them effective. In addition, the time spent crafting the message are vital parts of the marketing strategy aimed at bringing LEPs into utilization.

The Messaging Cycle: 311 must actively search to develop a sustainable messaging system through LEP media and other City Agencies. 311 should provide the first two steps of this cycle: crafting a culturally sensitive and appealing message and placing it in the appropriate channels to reach the LEP communities. If these steps are done appropriately, 311 will create a

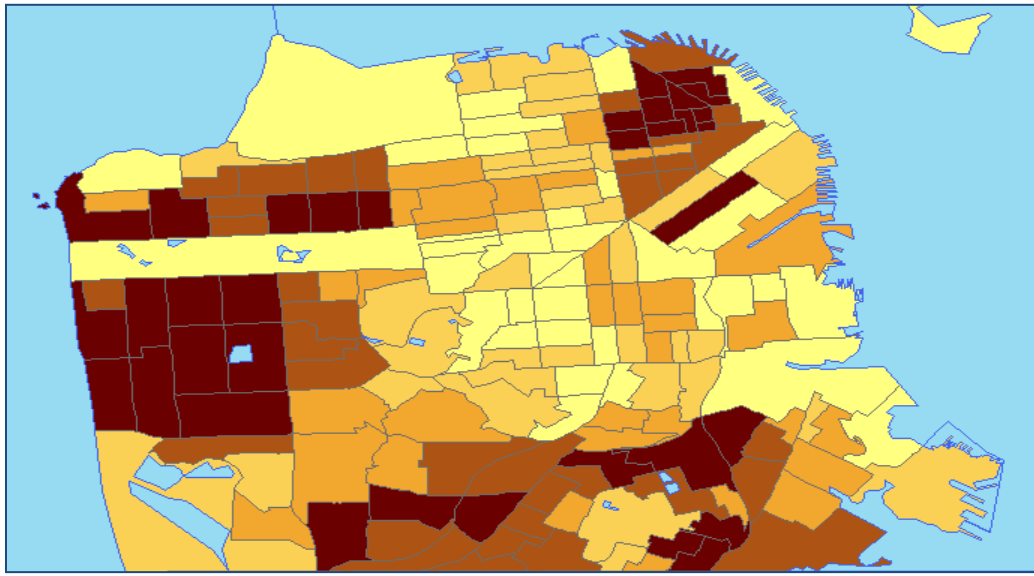


larger interest in their service, while at the same time increasing awareness and trust. Essentially, this is a positive feedback loop. Through increased interaction with the LEP media and other agencies, 311 will be able to increase the knowledge of the interests of LEPs, which might lead to a better crafting of messages. An increased interest of the population and a message that is rich in content will also have more media attention. As budget constraints are a serious challenge for 311, this integral approach represents a comprehensive strategy to be followed.

Effort Three: Geographically Targeting LEP Communities

Chinese LEP Population:²⁹ 39,575 Chinese LEPs live in five supervisorial districts. This group represents 79.7% of the total Chinese LEPs of San Francisco. District 3 has the largest concentration with 16,496. District 4 comes second with 10,028. District 11 comes next with 9,294. District 1 follows with 7917. Finally, District 10 has the fifth largest population with 7,446.

Figure 1B. Chinese LEPs Population in San Francisco (per Census Tract)



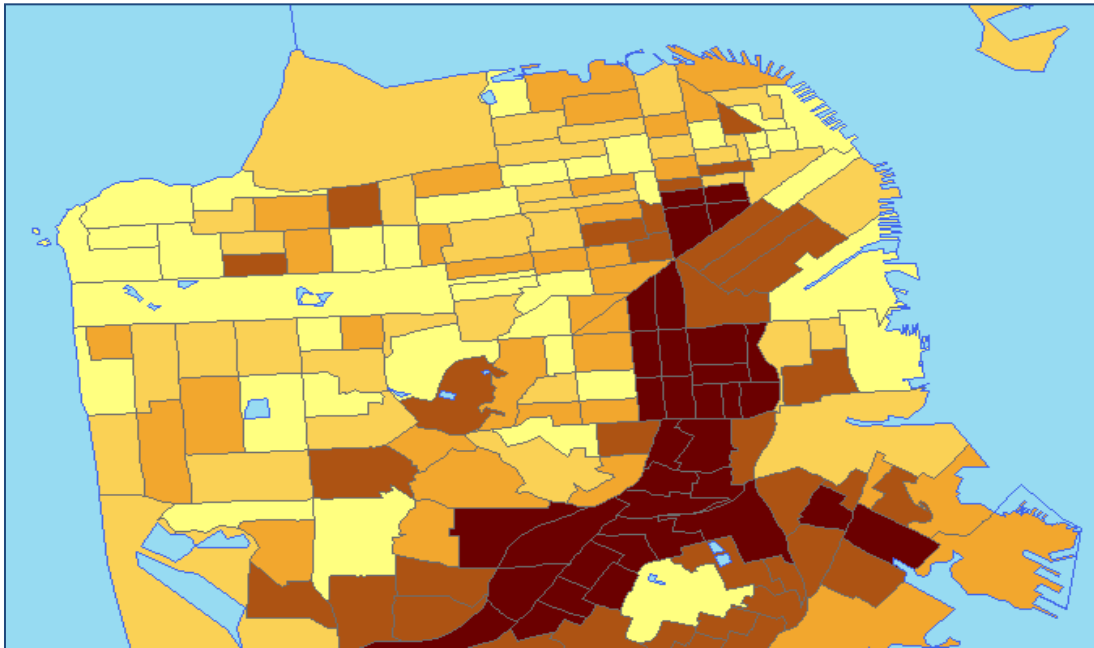
Legend: Darker colors reflect larger amount of Chinese LEP living in the territory

The Chinese LEPs population is concentrated among six neighborhoods: Chinatown/Nob Hill, Outer Sunset/Parkside, Inner Richmond, Visitacion Valley, Ocean View and Excelsior. 38,000 Chinese LEPs live in this area, which account for 78% of the entire Chinese LEP population.

²⁹ Further Maps and Tables available in Appendix A8

Spanish LEPs Population:³⁰ 19,403 Spanish LEPs live in four supervisorial districts. This group represents 84.2% of the total Spanish LEPs of San Francisco. District 9 has the largest concentration with 8,492. District 6 comes second with 4,683. District 11 comes next with 3,752. Finally, District 10 has the fourth largest population with 2,476.

Figure 1B. Spanish LEPs Population in San Francisco (per Census Tract)



Legend: Darker colors reflect larger amount of Spanish LEP living in the territory

As seen in the figure, the Spanish population is concentrated among five neighborhoods: Mission, Bernal Heights, Downtown/Civic Center, Outer Mission and Excelsior. 17,000 Spanish LEPs live in this area, which account for 73% of the whole population of this group.

³⁰Further Maps and Tables available in Appendix A9

Appendix

Appendix - A1. Digital Gap Econometric Model

To estimate the probability of having a computer and Internet access at home, we created two econometric models. The data used was collected from the 2009 Office of the Controller City Survey. The survey has 2,630 observations, which represent less than 1% of the city habitants. The econometric models used are represented by the following formulas:

$$(1) pchome = \alpha_0 + \alpha_1 * race' + \alpha_2 * agegroup' + \alpha_3 * income' + \alpha_4 * education' + \varepsilon$$

$$(2) nethome = \theta_0 + \gamma_1 * race' + \gamma_2 * agegroup' + \gamma_3 * income' + \gamma_4 * education' + \mu$$

$$(1) pchome = \alpha_0 + \beta_1 * race' + \beta_2 * agegroup' + \beta_3 * income' + \beta_4 * education' + \varepsilon$$

$$(2) nethome = \theta_0 + \gamma_1 * race' + \gamma_2 * agegroup' + \gamma_3 * income' + \gamma_4 * education' + \mu$$

where *race* is a vector of 3 covariates (black, Asian, Latino), *age* is vector of 5 covariates, *income* is a vector of 4 covariates and *education* represents a vector of 3 covariates. Only dummy variables³¹ are included in each vector. The specification for each one of this variable is:

Subindex (i)	Variables of Interest		
	age(i)	income(i)	education(i)
1	Under 20	Less than \$10,000	Less than High School
2	20 to 29	\$10,000 - \$24,999	High School completed
3	30 to 44	\$25,000 - \$49,999	Less than 4 years of college
4	45 to 59	\$50,000 - \$99,999	4 or more years of college
5	60 to 74	Over \$100,000	-
6	Over 74	-	-

³¹Variables that have 2 possible values: 0 or 1

The results of the model are obtained running a multiple regression using ordinary least squares estimates. The β_n and γ_n coefficients represent the increased or decreased likelihood of having a computer and internet at home compared to other individual that share all characteristics except the one that the coefficient is measuring. For example, the coefficient on income1, will predict the percent difference of having computers at home between the ones with less income and more income (income5, which is the base income dummy³²) holding all other characteristics fixed (i.e. age, race, education).

Appendix - A2. Digital Gap Econometric Model Output

VARIABLES	(1) pchome	(2) nethome
black	-0.114*** (0.0289)	-0.134*** (0.0310)
asian	-0.0138 (0.0158)	-0.0301* (0.0165)
latino	-0.0704*** (0.0271)	-0.106*** (0.0289)
agegroup1	0.0758 (0.0667)	0.192*** (0.0685)
agegroup2	0.0126 (0.0242)	0.0492** (0.0250)
agegroup4	0.0114 (0.0157)	0.00826 (0.0163)
agegroup5	-0.0889*** (0.0174)	-0.102*** (0.0181)
agegroup6	-0.337*** (0.0217)	-0.395*** (0.0230)
income1	-0.198*** (0.0272)	-0.192*** (0.0284)
income2	-0.135*** (0.0217)	-0.187*** (0.0230)
income3	-0.0324* (0.0180)	-0.0430** (0.0188)
income4	0.0123 (0.0157)	0.0184 (0.0163)
education1	-0.316*** (0.0332)	-0.285*** (0.0347)
education2	-0.201***	-0.265***

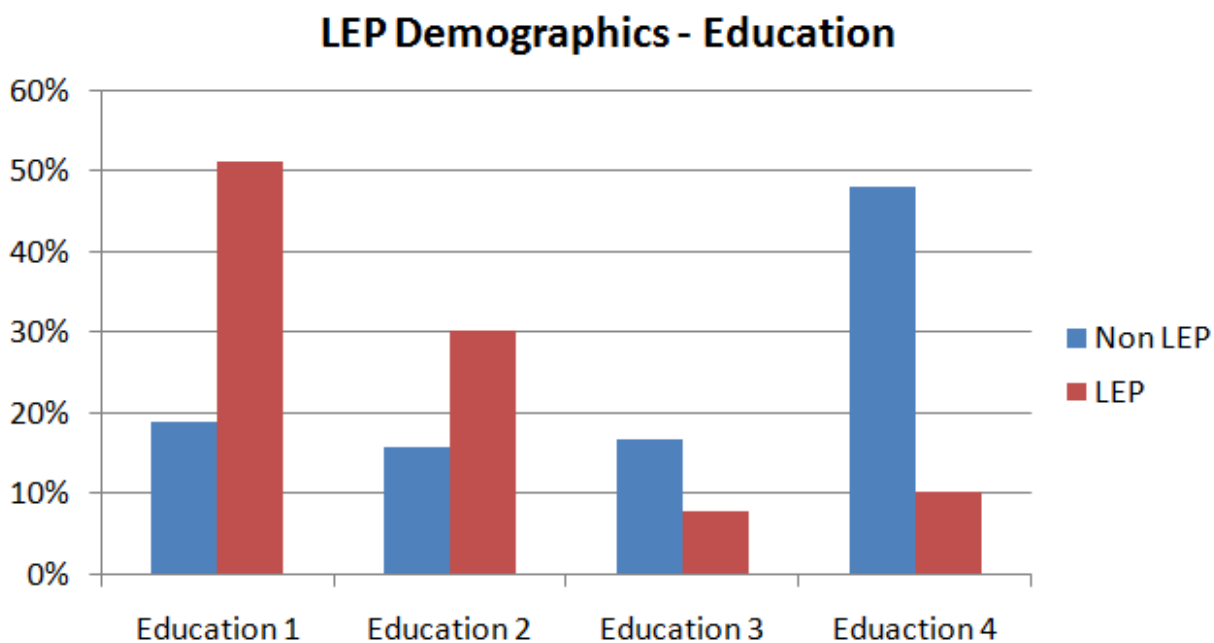
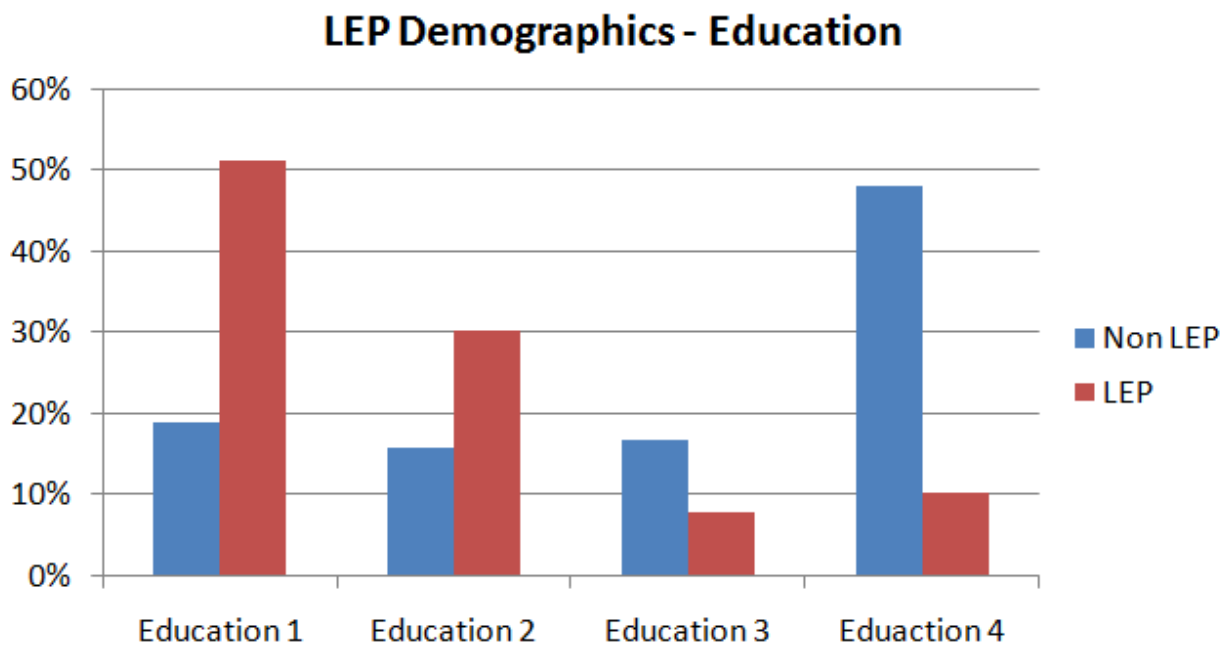
³²White, agegroup3, income5 and education4 are the basethebase dummies.

	(0.0225)	(0.0235)
education3	-0.0626***	-0.0762***
	(0.0154)	(0.0161)
Constant	0.985***	0.981***
	(0.0128)	(0.0133)
Observations	2,718	2,630
R-squared	0.260	0.310

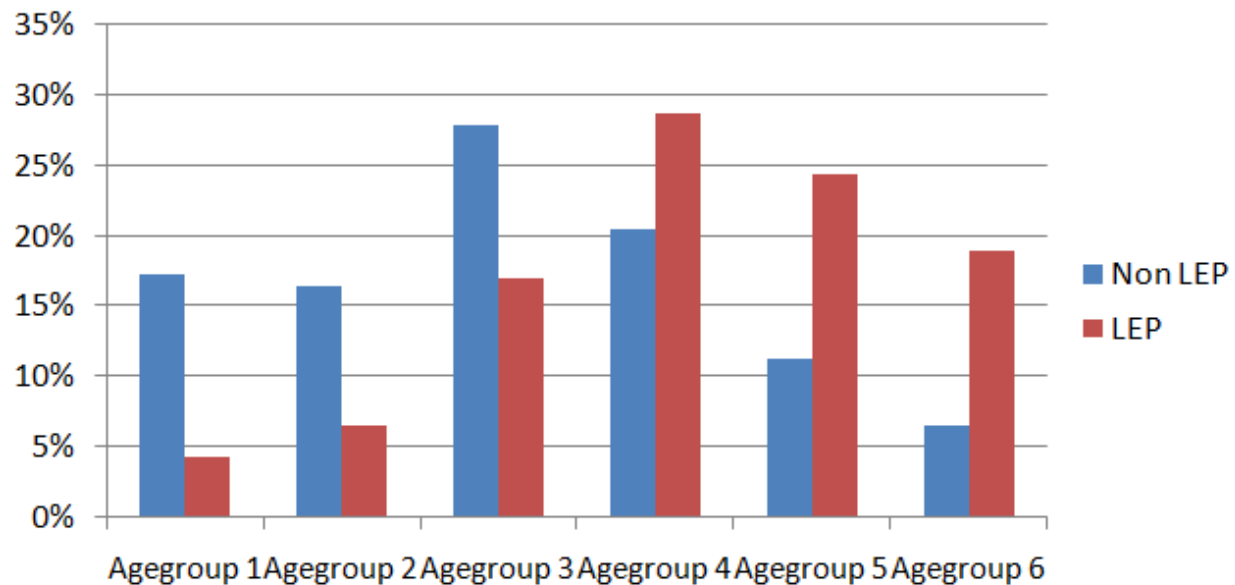
Standard errors in parentheses

*** p<0.01, ** p<0.05, * p<0.1

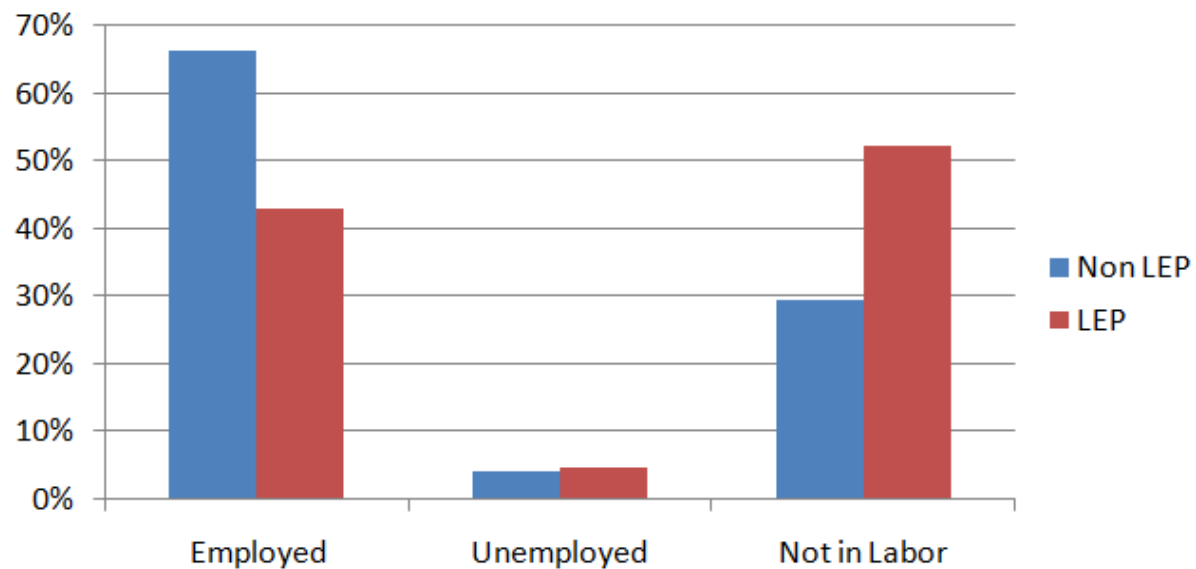
A4. Low English Proficient Speakers Demographics (NOTE: Education misspelled below (#4))



LEP Demographics - Age

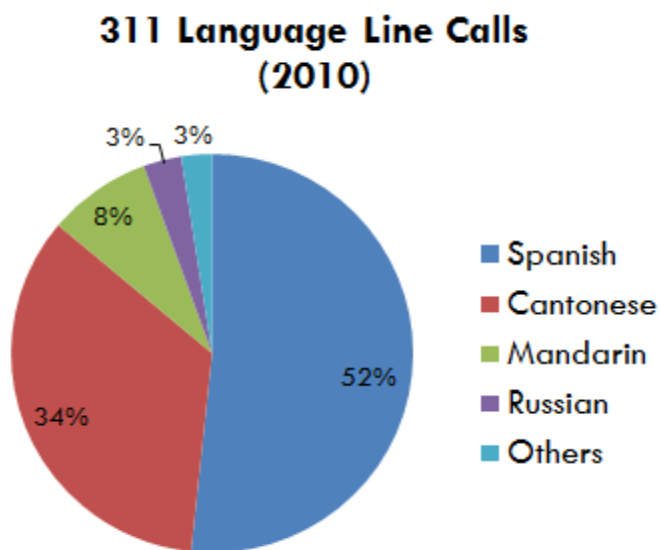


LEP Demographics - Employment



A5. 311 Language Line Call Statistics by Month, January through December 2010

Language	J-10	F-10	M-10	A-10	M-10	J-10	J-10	A-10	S-10	O-10	N-10	D-10	Total	%
Spanish	499	452	425	475	607	469	493	525	437	454	332	338	5506	51.7%
Cantonese	270	245	282	244	431	291	271	412	337	336	321	228	3668	34.4%
Mandarin	63	75	81	60	99	89	66	81	97	67	52	60	890	8.4%
Russian	40	20	23	15	37	30	35	31	31	32	19	13	326	3.1%
Other Asian	10	13	14	6	12	18	20	21	14	12	10	19	169	1.6%
Other Indo	11	9	7	11	12	4	9	9	6	10	6	0	94	0.9%
Total	893	814	832	811	1198	901	894	1079	922	911	740	658	10653	100.0%



A6a. Econometric Model District Analysis (Model)

To estimate the potential drop in 311 calls due to the language gap, we built two econometric models. These models search for a causal relationship between the supervisorial district's demographic composition and the amount of services requested through 311 by that district. The model uses data from three different sources: the 2000 Census Bureau, the 2010 Statistics of Services Requested to 311, and finally, the 2009 Office of the Controller City Survey.

The first econometric model is represented by the following formula:

$$\text{infservices}_i = \alpha_0 + \alpha_1 \text{hisp}_i + \alpha_2 \text{asian}_i + \alpha_3 \text{totalpop}_i + \varepsilon$$

Where *infservices* represent $\text{infservices}_i = \theta_0 + \gamma_1 \text{hisp}_i + \gamma_2 \text{asian}_i + \delta_1 \text{totalpop}_i + \varepsilon$

Where *infservices* represents the total amount of requests received by 311 (from August 2010 to January 2011) related to: sewer issues, sidewalk or curb repairs, sign repairs, street defects and street lightning issues in each supervisorial district.. As these problems are not exclusively concentrated in specific parts of the city (as graffiti) they could be used to evaluate if there is a shortage of demand in districts where the percentage of Hispanic (*hisp*) and Asian population (*Asian*) is larger.

The second econometric model is represented by the following formula:

$$\begin{aligned} \text{streetclean}_i &= \alpha_0 + \alpha_1 \text{hisp}_i + \alpha_2 \text{asian}_i + \alpha_3 \text{totalpop}_i \\ &+ \alpha_4 \text{ratingclean}_i + \alpha_5 D6 + \varepsilon \end{aligned}$$

Where $\text{streetclean}_i = \alpha_0 + \beta_1 \text{hisp}_i + \beta_2 \text{asian}_i + \delta_1 \text{totalpop}_i + \delta_2 \text{ratingclean}_i + \delta_3 D6 + \varepsilon$ is

Where *streetclean* is the total amount of requests of sidewalk and street cleaning received in the District *i*. As cleanliness of supervisorial districts is not similar in the city (Downtown might be less clean than Presidio because more people circulate each day in the area) a regression that does not control for this factor will provide biased estimates. In this “naïve” regression the error term will be correlated with the percentage of Hispanics and Asians living in the district.

To reduce the magnitude of the bias we use customer satisfaction of neighborhood cleanliness (*ratingclean*) as a proxy variable for district cleanliness. *Ratingclean* is the average of the mean customer satisfaction rating with sidewalks and street cleanliness. We think that this variable is a good proxy because a higher rating of customer satisfaction would be highly correlated (negatively) with actual district cleanliness. The model also adds total population of the district (*totalpop*) and a dummy variable for district six (because it had an astonishing amount of requirements in the observed period).

Alternatively, in both models we used additional models with % of Spanish LEP (*lep_spa*) and % of Asian LEP (*lep_asia*) speakers as explanatory variables instead of *hispandasian*.

A6b. Econometric Model District Analysis (Data)

District	<i>inf_services</i>	<i>sew_issues</i>	<i>sidewalk_curb</i>	<i>sign_repair</i>	<i>street_def</i>	<i>street_lig</i>	<i>street_clean</i>	<i>rat_sidewalks_neigh</i>	<i>rat_streets_neigh</i>	<i>ratingclean</i>
1	731	189	53	59	147	283	1417	3.24	3.45	3.35
2	530	161	66	32	92	179	890	3.52	3.68	3.60
3	635	177	67	72	103	216	2195	2.99	3.16	3.08
4	618	153	45	54	82	284	895	3.44	3.52	3.48
5	634	132	91	90	101	220	1830	3.18	3.31	3.25
6	805	155	132	125	148	245	5373	2.95	3.15	3.05
7	988	174	50	86	111	567	655	3.67	3.69	3.68
8	829	221	98	104	125	281	2195	3.57	3.73	3.65
9	842	196	169	120	110	247	2271	2.81	3.21	3.01
10	681	277	44	48	85	227	2599	3.11	3.26	3.19
11	837	196	166	191	76	208	1825	3.05	3.18	3.12
Mean	739.1	184.6	89.2	89.2	107.3	268.8	2013.2	3.23	3.39	3.31
Total	8130	2031	981	981	1180	2957	22145	-	-	-

Numbers of English Proficiency Among Spanish and Asian Language Speakers in San Francisco

District	Total	English Spoken "Very Well"		English Spoken "Well"		English Spoken "Not Well"		English Spoken "Not at All"	
		Spanish	Asian	Spanish	Asian	Spanish	Asian	Spanish	Asian
1	66984	1623	9641	369	6615	221	6137	141	1780
2	58970	1614	2612	274	980	130	606	24	138
3	69229	1497	6550	643	5636	362	9566	96	6930
4	67743	1621	12387	400	9410	141	7761	22	2267
5	79980	2938	4064	891	2412	531	1753	57	647
6	72324	5796	5035	3289	4347	3352	4353	1331	1524
7	66152	2533	8040	647	4452	561	2786	71	553
8	66952	5196	3058	1641	1646	882	1001	384	268
9	61931	11153	4469	6195	2991	6078	2321	2414	909
10	64947	3974	6961	2532	5499	1777	5340	699	2106
11	70438	7035	10867	4872	8872	2729	6510	1023	2784
Total	745650	44980	73684	21753	52860	16764	48134	6262	19906
Percentage of English Proficiency Among Spanish and Asian Language Speakers in San Francisco									
District	Total	English Spoken "Very Well"		English Spoken "Well"		English Spoken "Not Well"		English Spoken "Not at All"	
		Spanish	Asian	Spanish	Asian	Spanish	Asian	Spanish	Asian
1	66984	68.9%	39.9%	15.7%	27.4%	9.4%	25.4%	6.0%	7.4%
2	58970	79.0%	60.2%	13.4%	22.6%	6.4%	14.0%	1.2%	3.2%
3	69229	57.6%	22.8%	24.7%	19.6%	13.9%	33.4%	3.7%	24.2%
4	67743	74.2%	38.9%	18.3%	29.6%	6.5%	24.4%	1.0%	7.1%

Increasing Utilization of 311 among Limited English Proficient Speakers in San Francisco.

5	79980	66.5%	45.8%	20.2%	27.2%	12.0%	19.7%	1.3%	7.3%
6	72324	42.1%	33.0%	23.9%	28.5%	24.3%	28.5%	9.7%	10.0%
7	66152	66.4%	50.8%	17.0%	28.1%	14.7%	17.6%	1.9%	3.5%
8	66952	64.1%	51.2%	20.3%	27.6%	10.9%	16.8%	4.7%	4.5%
9	61931	43.2%	41.8%	24.0%	28.0%	23.5%	21.7%	9.3%	8.5%
10	64947	44.2%	35.0%	28.2%	27.6%	19.8%	26.8%	7.8%	10.6%
11	70438	44.9%	37.4%	31.1%	30.6%	17.4%	22.4%	6.5%	9.6%
Total	745650	50.1%	37.9%	24.2%	27.2%	18.7%	24.7%	7.0%	10.2%

Low English Proficiency Distribution in SF by Supervisor District				
District	Spanish	Asian	Spanish	Asian
1	362	7917	1.6%	11.6%
2	154	744	0.7%	1.1%
3	458	16496	2.0%	24.2%
4	163	10028	0.7%	14.7%
5	588	2400	2.6%	3.5%
6	4683	5877	20.3%	8.6%
7	632	3339	2.7%	4.9%
8	1266	1269	5.5%	1.9%
9	8492	3230	36.9%	4.7%
10	2476	7446	10.8%	10.9%
11	3752	9294	16.3%	13.7%
Total	23026	68040	100.0%	100.0%

Race Distribution Across in SF by Supervisor District					
District	Total People (All Ages)	Whites	Latinos	Blacks	Asian
1	69272	46.3%	4.5%	1.6%	43.9%
2	60991	80.1%	4.2%	1.5%	11.5%
3	71034	43.9%	4.5%	1.7%	47.0%
4	70672	37.5%	4.7%	1.2%	53.2%
5	82182	57.8%	7.0%	14.7%	15.8%
6	74605	39.4%	21.8%	9.3%	24.3%
7	69045	53.1%	7.6%	3.6%	31.5%
8	69265	66.1%	14.3%	3.2%	12.5%
9	65408	28.1%	45.0%	4.0%	19.1%
10	69595	15.3%	16.2%	31.3%	31.2%
11	74664	16.1%	26.0%	8.8%	45.5%
Total	96.0%	43.6%	14.1%	7.6%	30.7%

A7. Econometric Model Results

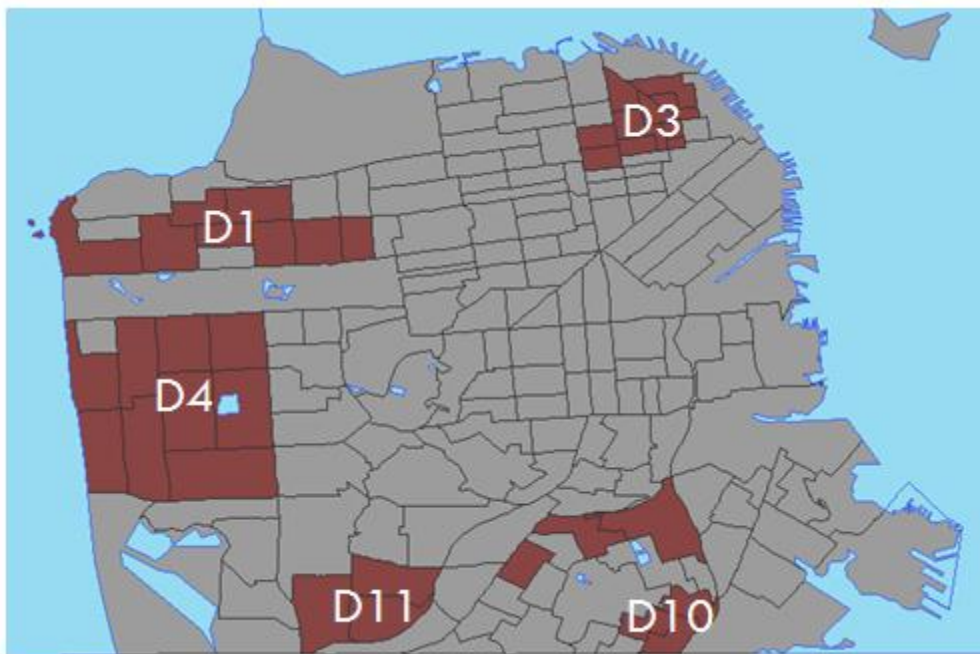
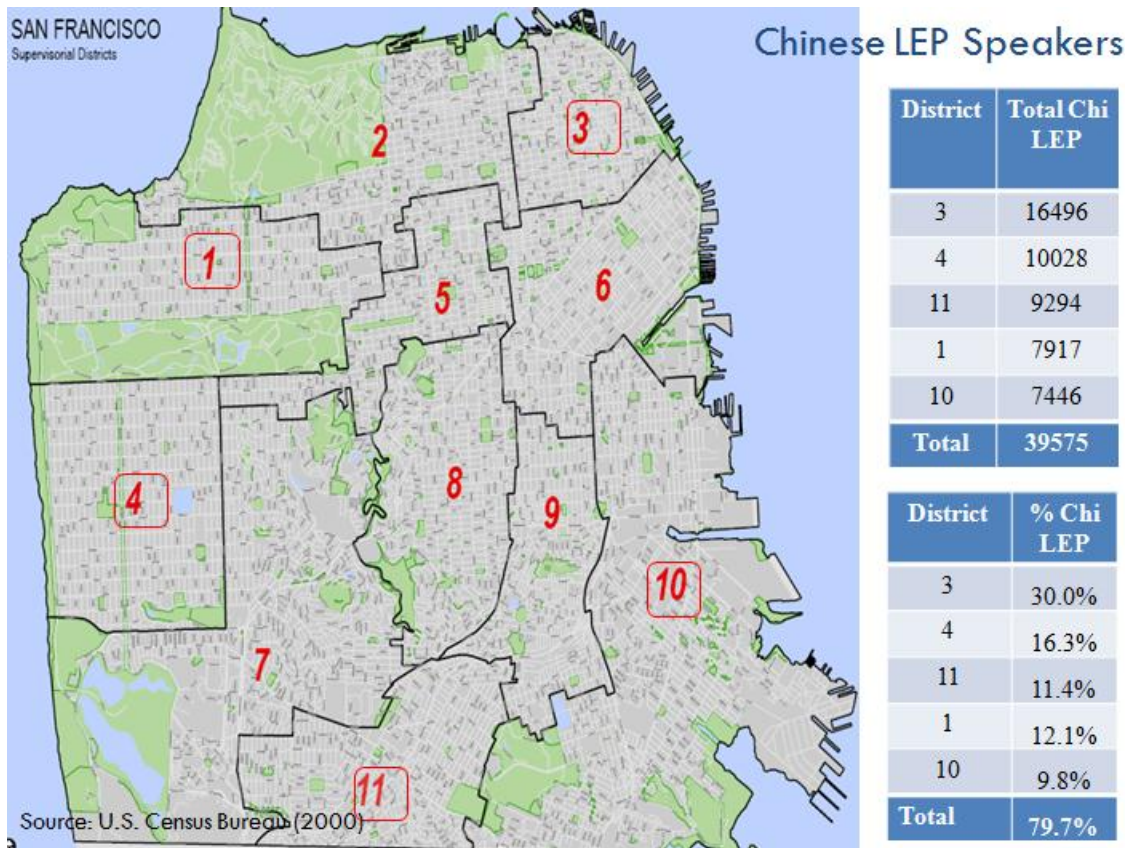
<i>Outcome: infservices</i>		(i)	(ii)	(iii)	(iv)
Explanatory Variables	<i>Hispanic</i>	5.22 (3.31)	5.26 (3.53)	-	-
	<i>Asian</i>	.74 (2.81)	.64 (3.01)	-	-
	<i>lep_spa</i>	-	-	13.8 (10.44)	14.51 (11.35)
	<i>lep_asl</i>	-	-	-1.60 (9.61)	-2.09 (10.34)
Control Vars	<i>Totpop</i>	No	Yes	No	Yes

<i>Outcome: streetclean</i>		(v)	(vi)	(vii)	(viii)
Explanatory Variables	<i>Hispanic</i>	-8.38 (36.68)	-2.12 (41.9)	.81 (18.15)	2.53 (21.13)
	<i>Asian</i>	-31.02 (26.13)	-30.02 (27.9)	-15.22 (13.27)	-15.05 (14.48)
Proxy Var	<i>ratingclean</i>	Yes	Yes	Yes	Yes
Control Vars	<i>Totpop</i>	No	Yes	No	Yes
	<i>D6</i>	No	No	Yes	Yes

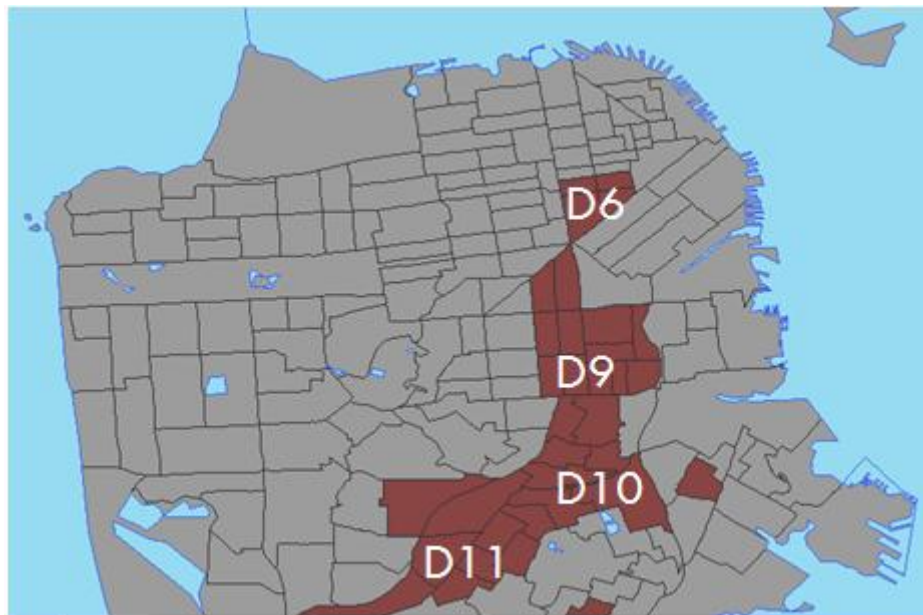
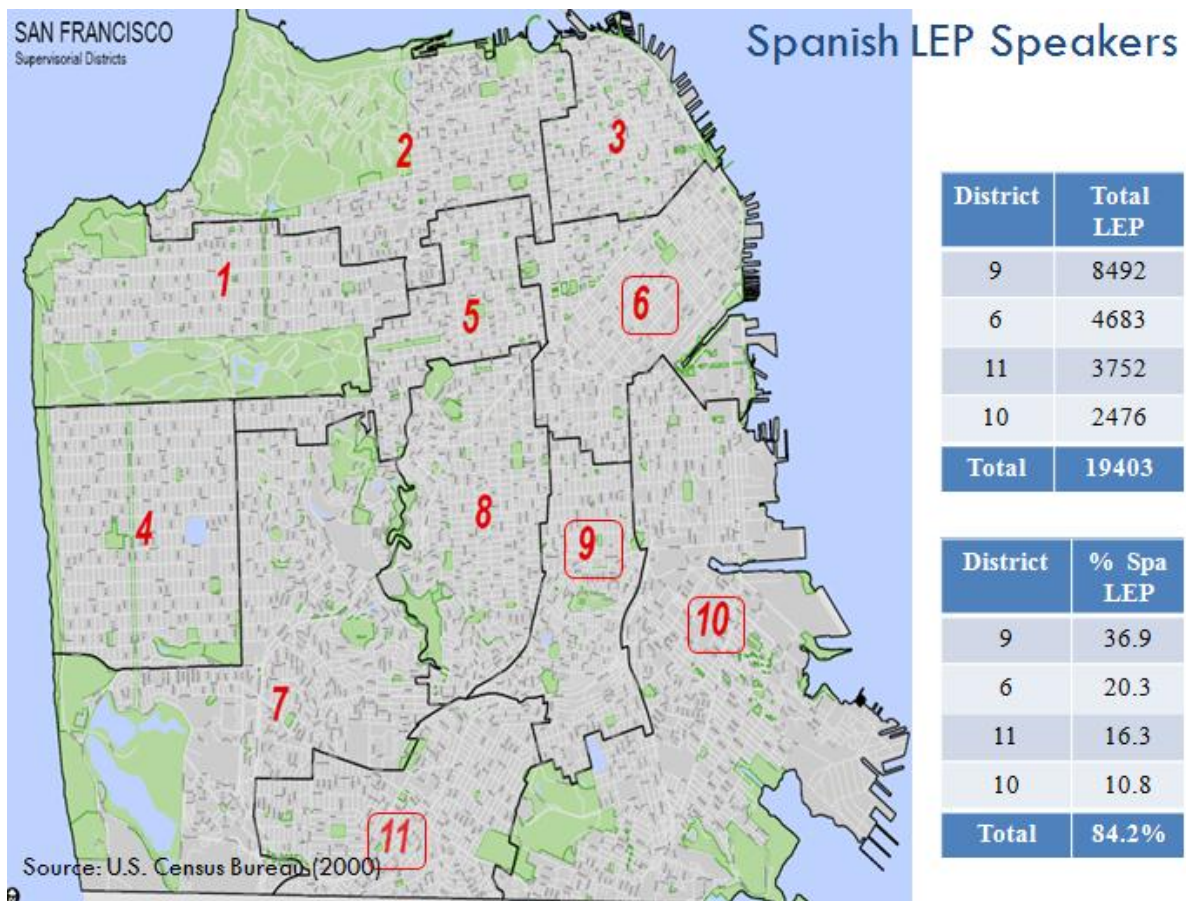
<i>Outcome: streetclean</i>		(ix)	(x)	(xi)	(xii)
Explanatory Variables	<i>lep_spa</i>	7.28 (131.27)	67.26 (178.15)	18.86 (67.60)	30.94 (95.22)
	<i>lep_asl</i>	-69.24 (124.06)	-35.26 (145.48)	-6.93 (65.32)	-.62 (77.89)
Proxy Var	<i>ratingclean</i>	Yes	Yes	Yes	Yes
Control Vars	<i>Totpop</i>	No	Yes	No	Yes
	<i>D6</i>	No	No	Yes	Yes

Interpretation: The coefficients represent the change in calls received by 311 (for the service analyzed) for a 1% increase of the explanatory variable in each District.

Appendix – A8. Chinese LEPs



Appendix – A9. Spanish LEPs



Appendix – A10 - 2011 Spring Newsletter



211 Connects Families with Summer Programs for Youth



Summer is almost here! Parents and caregivers can call 211 to obtain information about summer programs for kids throughout the Bay Area, including day camps, residential camps and therapeutic camps for children with disabilities or specific health conditions.

211 can also connect parents and caregivers with information about youth employment and internship programs, volunteer opportunities, and child-care resources to keep children safe, busy and productive this summer.

Photo courtesy of [Mike Baird](#) via Creative Commons license.

Tell 5 people about 211

Please encourage your clients, colleagues and friends to use 211.

+ TELL YOUR FRIENDS

Join our
mailing list →

Host a 211 workshop

211 welcomes the opportunity to visit you and tell your staff and clients how to effectively use 211. Contact Betty Creary at [415-808-7379](tel:415-808-7379) or bcreary@uwba.org.

New Law Requires Whooping Cough Booster for California Students

A new California law for the upcoming 2011-2012 school year requires that all students entering into grades 7-12 have proof of an adolescent whooping cough booster shot called Tdap before entering school.

Information about pertussis and Tdap vaccinations in the Bay Area is available in more than 150 languages by simply dialing 211.

211 can answer many questions, such as:

- Where can children get vaccinated?
- What if I don't have insurance? Can my child still receive the Tdap booster?
- What if my child doesn't have proof of a Tdap shot before school starts in the Fall?

[Read more.](#)

211 Partnership Helps the Community Access Technology

In today's world, Internet access is essential. To help more people get connected, 211 is partnering with the California Emerging Technology Fund to make the Internet and technology more accessible to unserved and underserved communities.

By simply calling 211, people with disabilities, seniors, non-English speakers and low-income households can connect with low-cost computer-training classes, computer and Internet access, and affordable computers.

Resources for Service Providers

Search the [211 database](#)

Print the [211 Multilingual Flyer](#)

Find resources in the [211 Online Toolkit](#)

Stay current! [Update or add your record](#) in the 211 database

What is 211?

211 is an easy-to-remember, toll-free phone number that connects callers with local community services.

211 is confidential and available 24 hours a day in more than 150 languages. 211 Bay Area is operated by United Way, Eden I&R, and Contra Costa Crisis Center.

211 Bay Area is generously supported by AT&T Corporation, Stephen D. Bechtel Jr. Foundation, Chevron Corporation, Richard and Rhoda Goldman Fund, Grove Foundation, Walter and Elise Haas Fund, PG&E, Kaiser Permanente, KORET Foundation, Silicon Valley Community

211 Partnership Helps the Community Access Technology

In today's world, Internet access is essential. To help more people get connected, 211 is partnering with the California Emerging Technology Fund to make the Internet and technology more accessible to unserved and underserved communities.

By simply calling 211, people with disabilities, seniors, non-English speakers and low-income households can connect with low-cost computer-training classes, computer and Internet access, and affordable computers.

Learn more at www.getconnectedtoday.com



211 Bay Area is generously supported by AT&T Corporation, Stephen D. Bechtel Jr. Foundation, Chevron Corporation, Richard and Rhoda Goldman Fund, Grove Foundation, Walter and Elise Haas Fund, PG&E, Kaiser Permanente, KORET Foundation, Silicon Valley Community Foundation, Union Bank of California and Wells Fargo.

For more information, visit www.211BayArea.org.

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