



Memorandum

TO: HONORABLE MAYOR AND CITY COUNCIL
FROM: Jon Cicirelli
SUBJECT: COMMUNITY DEVELOPMENT PROMOTORES MODEL CONCEPTS
DATE: May 13, 2021

Approved

Date: 5/13/2021

BACKGROUND

The City Council's approval of the Mayor's March Budget Message for Fiscal Year 2021-2022 also included approval of a memorandum from Councilmembers Esparza and Arenas directing the City Manager to produce a Manager's Budget Addendum "to integrate a community development model such as the 'promotora' approach to high-need neighborhoods, leveraging Project Hope and the proposed Resilience Corps towards this effort."

Community development models such as promotores are holistic approaches defined by common principles of community-driven design and planning, resource and power transfer, resident leadership and capacity building, and local assessment and accountability. According to The California Endowment, promotores are also considered by titles such as community health workers or peer educators, mentors, or navigators. They are highly trained leaders from the communities where they live, and experts about local resources and the critical issues faced by their own neighborhoods.

ANALYSIS

This past year the City responded to the COVID-19 pandemic, 2020 Census, wildfires, and extreme heat and storms in extraordinary ways to connect with our residents, many of whom are characterized as hard to reach. Outreach techniques went back to basics through door-to-door canvassing, phone calls, mailers, and a key strategy - finding trusted messengers within the City ranks who speak the many languages of San José. The City learned that current and historically marginalized communities require intentional, tailor-made outreach and communication practices to ensure that messages are conveyed correctly, understood and believed to be acted upon. We know that residents who reside in disadvantaged communities are not hard to reach when we collaborate with them and empower them to act as the conveners, organizers, and leaders of their own communities.

Lifting community voices through a promotores model would be a valuable approach for more effectively extending and deepening the City's reach into multilingual neighborhoods and can be

applied to any issue where the quality of relationships can affect the intended outcomes. There are several citywide priorities that could benefit from community-driven education and outreach efforts including fireworks and firearms prevention, anti-litter, anti-graffiti, sexual assault prevention/healthy relationships promotion, and other crime prevention topics.

Staff estimates that the cost to develop either a standalone promotores model (Concept 1) is approximately \$1.1 million, and an integrated promotores model with enhancements to Project Hope (Concept 2) is approximately \$3.1 million. These promotores amounts are based on case study research on local programs serving a limited number of neighborhoods for a possible two to three-year contract with a non-profit organization to implement the model from 2022-2024.

A stand-alone promotores model would be operationalized to support a place-based strategy focused in as-yet-to-be determined priority neighborhoods to support recovery and resiliency efforts. Concept 1 would be an opportunity for the City to support and develop a community-based outreach and education strategy. Concept 2 achieves strengthening the existing Project Hope program with enhanced coordination and would include a promotores model specifically to support the Project Hope scope of work in existing areas. The design of the contract would fit to the needs of Project Hope.

Putting into action the racial equity principle of listening and lifting community voices requires the engagement of community stakeholders in the research and design of a promotores model to inform the development of the contract scope for the bidding process. This type of engagement would move us from a transactional to transformational approach, elevating the public participation process from *Inform* past *Consult* and *Involve* to *Collaborate*. Based on the International Association of Public Participation, the goal of the Collaborate stage is ‘to partner with the public in each aspect of the decision including the development of alternatives and identification of the preferred solution.’ By utilizing an existing consultant contract funded by the Mayor’s Gang Prevention Task Force budget, the Parks, Recreation and Neighborhood Services (PRNS) Department could begin community engagement in July 2021, return to Council for approval of an RFQ/RFP scope by December 2021 and release the RFQ/RFP by January 2022. Contract execution would ideally be completed by July 1, 2022.

Concept 1 – Promotores Model Community Design + Contract

The process would begin by working with community stakeholders to design a promotores model and scope of work from July – October 2021 and then return to Council with community-driven recommendations to approve the model and allocation of funds for implementation. At a minimum, the Department recommends a two-year non-profit contract(s) of approximately \$600,000 to manage, train and coach multilingual resident leaders in proven community-driven outreach and education strategies. This two-year contract would allocate approximately \$300,000 annually and would also set aside \$50,000 for evaluation. The contract would be managed by a new 1.0 FTE Community Coordinator (CC) position to coordinate and facilitate community design process with consultant support, as well as provide program and contract management.

Concept 1	FY21-22	FY22-23	FY23-24	Three-Year Outlook
Community Coordinator 1.0 FTE	\$140,000	\$140,000	\$140,000	Contract management, coordination
Non-profit Organization Contract		~\$300,000	~\$300,000	Train, coach, financial support for resident leaders
Consultant Contract for Design and Evaluation	Funded by Existing Mayor's Gang Prevention Task Force Reserve	\$25,000	\$25,000	Year 1 – design, Years 2 and 3 – evaluation
Total	\$140,000	\$465,000	\$465,000	\$1,070,000

Concept 2 – Promotores + Project Hope Enhancement

Concept 2 uses the same promotores principles and approach as described in Concept 1, including a multi-year implementation period, but focuses the engagement around Project Hope communities that is further facilitated by enhanced staffing levels.

Project Hope is designed to utilize City employees with community coordination skills to identify residents in the development of neighborhood associations and support residents in addressing local issues affecting their quality of life, such as crime, blight and other community priorities. Currently, the Department has ongoing funding in the amount of \$868,192 for 7.0 FTEs in six neighborhoods, and the 2021-2022 Proposed Operating Budget includes an additional \$515,043 in one-time funds to continue an additional 4.0 FTEs to focus on activations at three additional neighborhoods (Foxdale, Jeanne, and Washington). One Coordinator is responsible for three sites and is supported by two Community Activity Workers and a Community Services Supervisor overseeing the entire Project Hope Program. A Recreation Superintendent manages both the Project Hope and Youth Intervention Services programs.

After implementing this program since 2016, it is apparent that the staffing levels are not aligned with the volume of coordination with City departments, County and community partners, and Council Offices, coupled with the intense resident engagement in the neighborhood and expected community activities. Additional resources would improve support for the nine Project Hope sites, particularly for the six sites that are not yet implemented. As stated earlier, every three neighborhoods are currently staffed by 1.0 Community Coordinator and 2.0 Community Activity Workers. An enhanced approach would reduce the scope to two neighborhoods staffed by 1.0 Community Coordinator and 2.0 Community Activity Workers with additional community-based support through a contract with a non-profit organization. This improved ratio would result in increased presence in the community and increased communications with Council Offices as well as internal and external partners. Additionally, management would be able to support the community-level teams in a more strategic way that would improve overall coordination citywide.

With enhanced staffing levels in place, staff would also be able to support the implementation of promotores focused on Project Hope communities, which is a logical further enhancement of Project Hope. Implementation of Project Hope promotores would also require the same timeframe to secure the services of a qualified non-profit organization to help develop and deploy the model. However, it is important to note that of the nine Project Hope sites, three are funded on a one-time basis in 2021-2022. As a result, the full cost of implementing promotores within Project Hope should also include the cost of the continuing the three new sites beyond 2021-2022.

Concept 2	FY21-22	FY22-23	FY23-24	Three-Year Outlook
Community Coordinator 2.0 FTE	\$280,000	\$280,000	\$280,000	Adds 2.0 CCs to existing 3.0 CCs for 5.0 CCs total
Community Activity Workers 2.0 FTE	\$180,000	\$180,000	\$180,000	Adds 2.0 CAWs to existing 6.0 CAWs for 8.0 CAWs total
Non-profit Organization Contract		~\$300,000	\$300,000	Train, coach, financial support for resident leaders
Consultant Contract for Design and Evaluation	Funded by Existing Mayor's Gang Prevention Task Force Reserve	\$25,000	\$25,000	Year 1 – design, Years 2 and 3 – evaluation
Extension of the Three Project Hope Sites	Funded	\$515,000	\$515,000	Continues the 4.0 FTEs funded on a one-time basis in 2021-2022
Total	\$460,000	\$1,300,000	\$1,300,000	\$3,060,000

CONCLUSION

Additional funding of \$1.1 million is estimated to support a community-driven promotores proposal that aligns with the City's recovery place-based strategy and may support citywide outreach and education priorities over a three-year period. To incorporate a promotores model within an enhanced Project Hope program at nine sites additional funding of \$3.1 million over a three-year period would be required. Both concepts would take additional time to develop and require a multi-year implementation approach. As a result, either of these programs would need to receive ongoing funding to remain viable.

HONORABLE MAYOR AND CITY COUNCIL
May 13, 2021
Subject: Community Development Promotores Model Concepts
Page 5

COORDINATION

The Manager's Budget Addendum has been coordinated with the Budget Office.

/s/
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and Neighborhood Services

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