# DESIGNING A SAME DAY WORK PROGRAM IN PHILADELPHIA

**Discovery Phase Research Summary** 

# Abstract

The following report synthesizes information collected during an initial three-month discovery phase to inform the design and implementation of a Same Day Work program in Philadelphia, including a guiding theory of change for the initiative.

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### Introduction

The following report synthesizes information collected during an initial three-month discovery phase (October-December 2018) to inform the design and implementation of a "Same Day Work" program in Philadelphia. Drawing on the successful experiences of other cities in offering same day work and pay, Mural Arts and Mental Health Partnerships submitted a proposal to the Barra Foundation proposing a mural-making work opportunity for individuals experiencing economic insecurity. A grant was recently awarded to Mural Arts in partnership with Mental Health Partnerships (MHP) and The Scattergood Foundation, including resources to support a set of discovery interviews and create a theory of change that represents initiative efforts. This report provides an overview of that research and presents a guiding theory of change document.

### **Discovery Phase Activities**

The Scattergood Foundation hired an independent consultant to engage in this discovery phase research. Research efforts included (1) a document review of existing materials related to the same day work program, (2) interviews with three other city and county same day work efforts, including a focus group with Camden program participants, (3) core partner interviews with Mural Arts, MHP, and Scattergood, and (4) additional interviews with broader stakeholders. The table below highlights the individuals who participated in these interviews.

Interviews	Participants
Promising Practice Cities	<ul> <li>Albuquerque, NM: Kellie Tillerson, Director of Hope Found and Employment Services, HopeWorks</li> </ul>
	<ul> <li>Camden County, NJ: Sharon Bean, Camden County Jail Population Manager, Three program participants</li> </ul>
	• Lexington, KY: Steve Polston, Founder and Board Chair, New Life Day Center
Core Partners	<ul> <li>Mural Arts: Laure Biron, Porch Light Program Director, and Caitlin Butler, Chief Strategy Officer</li> </ul>
	<ul> <li>Mental Health Partnerships: Clarice Bailey, VP of Strategy, Evaluation, and Advocacy, and Catherine Sui, Development Director</li> </ul>
	<ul> <li>Scattergood Foundation: Samantha Matlin, Director of Evaluation and Community Impact</li> </ul>
Кеу	Adam Kesselman, Founder, City Bright
Stakeholders	Dale Schory, Individual with lived experience
	<ul> <li>Emily Hopkins, Hub of Hope Assistant Project Manager, Project Home</li> </ul>
	<ul> <li>Kate Houstoun, Program Officer, Barra Foundation</li> </ul>
	Libby Peters, Director of Policy and Performance, Department of Commerce
	Liz Hersh, Director, Office of Homeless Services
	<ul> <li>Sandy Sheller, President, Sheller Family Foundation</li> </ul>
	<ul> <li>Sheila Ireland, Executive Director, Office of Workforce Development</li> </ul>
	Yvette Nunes, Vice President of Civic Affairs, Chamber of Commerce

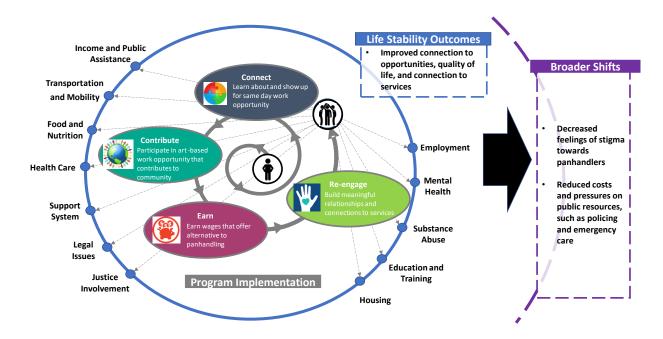
In addition to these interviews, core partners also met on November 30<sup>th</sup> for a design workshop. The purpose of this workshop was to strengthen core team relationships, set a path and drive specific

decisions about the same day work program, and identify additional areas of inquiry for informing implementation efforts. Data and information from this meeting was used to further refine the theory of change and in the identification of questions for moving forward that concludes this report.

# **Proposed Program Design**

The idea for a Same Day work program in Philadelphia focused on four key aspects: (1) gaining connection to the opportunity, (2) engagement in and contribution to a mural-making experience, (3) the opportunity to earn wages, and (4) potential connections to life stabilizing resources and services.

While some of the initial conceptualization of this work focused on a reduction on panhandling in Center City, the proposal and partners themselves emphasized early on that the focus of this work was on improving the lives and addressing needs of the individuals participating rather than focusing on the goals of external constituencies around panhandling reduction. However, partners also recognized the mounting concerns of various constituencies around panhandling in the city of the Philadelphia. The hope of same day work is that it can offer a pathway to connection, support, and stabilization for individuals, and that with other initiatives and through sustained effort will have potential to contribute to broader shifts in the community. The diagram below captures the core design elements proposed to the Barra Foundation and Sheller Family Foundation that served as the starting point for the design of this same day work effort.



As we set out to explore more about what this effort could and should look like, this was the core program design that we sought to test and inform. How could we design an effort like this to work and maximize impact in Philadelphia?

# Same Day Work Program Characteristics in Promising Practice Cities

An important aspect of our discovery research was exploring the same day work models that exist in other cities. We connected with programs in three different communities, including Albuquerque, NM which launched the first same day work program nationally, Lexington, KY, and Camden County, NJ. All three interviews suggested that programs have met great success in program uptake. Below we provide an overview of some of the specific design elements of these programs and some implementation information. As we think about this work in Philadelphia, these programs offer some potential practice guidelines.

	Albuquerque	Lexington, KY	Camden County
Program Name	There's A Better Way	End Panhandling Now	WORK NOW
Lead partner	HopeWorks	New Life Day Center	Volunteers of
			America
Funding partners	City of Albuquerque departments: Solid Waste,	City of Lexington	Camden County
	Family and Community Services		
Other partners		United Way (donation	Cathedral Kitchen
		campaign)	(food provider)
Initial grant start-up	\$50,000		\$40,000
Current budget	\$361,000	\$400,000	\$40,000 (+ other VOA leveraged resources)
Work type	City landfill trash pickup;	Picking up litter	Park and event clean
	trash and weed removal		up
	on city-owned land		
Days and hours or	Five days/week; five	Three days/week	Two days/week; 5
operation	hours/day		hours/day
Wages	\$9/hour	\$10/hour	\$15/hour
Daily capacity	20 participants	10 participants	10 participants
Pickup	Randomize pickup spots	Randomize route and	Randomize van
	on M, W, F using two	pickup at about 5 each	pickup locations daily
	vans; Standard spots for T	day – 23 standard	
	and Th pickups	locations	
Returning and new	Prioritize first-time	Goal of 50% repeat	
participants	participants	participants and 50%	
	Allow individuals to work	new participants each	
	up to 2 days/week	day	
Meals	Provide lunch	Provide lunch	Provide breakfast and lunch
Connection to	HopeWorks offers services	New Life Day Center	VOA offers services
resources	onsite where participants	offers services onsite	onsite where
	are paid	where participants are paid	participants are paid

Overall, the model in each promising practice city is similar, participants have a chance to engage in a same day work experience mostly around litter removal. They are picked up from and transported to

various locations and end the day at the main social service agency leading the project where other services are made available to them. It's here that they are paid for their work and offered lunch. In all cases, a city or county office funds the program. Hourly wages range from \$9/hour-\$15/hour. In addition, these programs seek to ensure that the opportunity is regularly available to new participants.

These programs are designed to offer as low a barrier to entry as possible and screening criteria mostly focus on participants' willingness and ability to work for the day. Participants are universally paid in cash and all programs emphasized that they do not monitor in any way how wages are used, respecting that their participants have earned the money they receive. Program administrators highlighted that they consider participants' reaching the \$600 threshold for paying taxes to be an indicator of job readiness and that they often try to connect these individuals to something more permanent. However, different programs had different approaches to allowing individuals to work over the \$600 amount.

In terms of data collection, most data collection efforts focused on tracking wage payment and participation, collecting data about demographics, experience, and needs of participants, and capturing information about the extent to which participants are connecting to other services and resources. Programs depend heavily on the van drivers/supervisors that are onsite with participants and individuals making physical payments to participants to log information about participants and/or field surveys. In addition to the number of participants connecting to employment services, housing, and behavioral health services, other outcomes of interest across different programs included connections to full-time or part-time employment, reduction in panhandling, and opportunities to reallocate city staff away from projects that were the focus of same day work.

One of the unique aspects of Lexington's program was the creation of a public awareness campaign and centralized donation effort to reduce and redirect panhandling giving. While Albuquerque also made explicit a focus on panhandling reduction, Lexington was the only city that took this approach. In Camden, their same day work program is much less focused on panhandling specifically, and rather part of a larger collaborative effort focused on reducing homelessness and increasing connections to permanent housing.

Appendix A provides additional details about these three programs.

# **Key Research Findings:**

In addition to promising practice city interviews, we also engaged a range of stakeholders in interviews to think about what this work should and can look like specifically in Philadelphia. As we spoke to stakeholders about what success of this particular same day work effort might be, three different levels of success emerged: (1) success at the participant level - achieving impact for individuals (2) success at the program level – engaging in processes that support innovation and learning, and (3) success at the ecosystem level – connecting this work with other programs and to broader strategies in the city. The idea of a same day work program is one that is in good currency. Many stakeholders knew about this work happening in other cities and had been part of design conversations for this effort and/or engaged in conversations about other similar, potential efforts. Trying a same day work program in Philadelphia that supports individuals experiencing economic insecurity is universally valued by

stakeholders, but questions also emerged about what the value of this specific effort would be. In the findings below, we highlight some of the key design challenges and opportunities that emerged in these interviews for core partners to consider in creating a program that has the potential to not only impact individuals, but also offer learning and innovative practice (program-level) and connect and contribute to broader strategies (ecosystem-level).

Participant	Program	Ecosystem
<ul> <li>Access to high quality resources and support services</li> <li>Access to higher entry workforce opportunities</li> <li>Reduction of panhandling giving</li> </ul>	<ul> <li>Participant-centered design</li> <li>Strong program implementation</li> <li>Ongoing program learning and development</li> </ul>	<ul> <li>Connection to other programs</li> <li>Greater public awareness and empathy</li> <li>Buy-in and commitment for sustaining efforts</li> </ul>

The following offers a summary of the nine findings highlighted below:

# **Driving Participant Impact**

- 1. In order to maximize impact of this program, participants will need to <u>have access to high quality</u> <u>resources and support services</u> that include pathways to housing and behavioral health support specifically. Questions about the availability of housing and behavioral health supports in Philadelphia emerged in interviews. In some cases, barriers to accessing these services, negative experiences with past services, and/or a lack of services altogether may exist and hinder quality connections that are essential to stabilizing participants' lives.
- 2. If same day work is meant to serve as a potential on-ramp to additional workforce opportunities, <u>clear connections to next step workforce opportunities</u> will need to be made. Interviewees highlighted a number of workforce opportunities that seek to support a similar group of individuals but offer higher barriers to entry, such as First Step Staffing, One Step Away, and Ready Willing and Able. These opportunities could be a next step beyond same day work but partners will need to explore and forge intentional connections and likely build specific work readiness skills into the same day work program.
- 3. The level of income and the consistent opportunity that panhandling offers is difficult with which to compete without an explicit focus on reducing panhandling giving. Some interviewees suggested that many panhandlers approach panhandling as a job with specific hours and a location they show up to every day. A same day work opportunity that may not be available to an individual every day may not be competitive with established routines and income earned for some panhandlers. Without a broader effort to reduce panhandling giving, the focus of this effort away from a reduction in panhandling is appropriate.

### Developing a Program that Learns and Changes

- 4. Engaging participants regularly to understand their experiences prior to their program engagement and during the program is critical to ensuring the design and implementation of a program that offers value and impact for participants. The voice and agency of participants throughout the initiative is necessary to ensure that this program offers desired supports and helps participants to achieve desired goals. Interviewees also highlighted the importance of recognizing and considering the diversity that exists among individuals experiencing economic insecurity, as well as the assets of individuals' existing circumstances that a same day work opportunity could disrupt, e.g., sense of community, daily routines.
- 5. <u>High quality implementation of programmatic elements</u> including (1) outreach, (2) work experience, (3) wages, and (4) resource connection is critical; systematic data collection and use can help inform and support high quality implementation. In order to learn about what works and doesn't work, the program team will need to document and have a clear picture of program implementation across these different elements. Are program elements being implemented as expected? Why or why not? What are the unforeseen barriers to implementation? Where have program efforts been easy to put into place as planned? Many stakeholders indicated that this kind of specific knowledge about what it takes to implement a high-quality same day work program in Philadelphia are as valuable as understanding what ultimate impacts might result.
- 6. <u>Ongoing learning and development of and through this program is a crucial bar of success for the</u> *same day work program.* The pilot will be considered successful if core partners have lessons to offer broader stakeholders about the successes, failures, and modifications of this work. As the first attempt to implement a same day work model in Philadelphia, many stakeholders recognized the challenges and unknowns that core partners face in putting same day work into place. The expectation is not that this program can't "fail," but that this program learns through these "failures." Systematic data collection, participant engagement and agency, and embedded reflection opportunities will all be critical to ensuring a culture of learning and development on the implementation team.

# Connecting and Sustaining the Work

7. <u>Connecting this same day work effort to the ecosystem of existing supports</u> will help to maximize impact and sustain the work. Within the Center City area, a number of complementary programs and efforts already exist, and the promise of more may be on the horizon. Stakeholders highlighted a vast array of partners and programs that intersect with this same day work program. In particular, Project Home's Hub of Hope in the Septa Concourse, Project Home's outreach collaboration with the Center City District and Police Department, and other potential partnerships around new same day work opportunities. In addition, during the time of our discovery research, City Bright, an initiative created and driven by an individual entrepreneur was highlighted in the media locally. This program launched a partnership with specific homeless shelters to employ residents to pick up trash in vacant lots. Given these multiple other efforts, a great opportunity exists for this same day work effort to connect to existing work and other planned efforts rather than build a separate outpost of work. (Appendix B offers a full list of the partners, programs, and broader plans mentioned across our interviews that have potential to intersect with this work.)

- 8. A key outcome in addressing homelessness in Philadelphia is greater public awareness and <u>empathy</u>. Core partners and broader stakeholders alike often highlighted the importance of broader shifts in public perception as an important step in helping to better support individuals experiencing homelessness and panhandling in Philadelphia. Stakeholders indicated that this same day work effort could offer important lessons about barriers and opportunities for impact that could help to spread awareness about what's really needed to support the success of individuals experiencing economic insecurity. Furthermore, the art-making aspects of this program and its public visibility also offer opportunities for engaging the broader public in interesting ways and reducing stigmas around homelessness.
- 9. Ensuring that implementation plans and lessons from this effort are shared not only with core partners. but with broader stakeholders is an important strategy to <u>build buy-in and commitment</u> for sustaining efforts. Most partners and stakeholders recognize that ongoing funding of this effort will not continue to come from philanthropy exclusively. If this work is to continue beyond the two years of this pilot effort, funding from the public sector will be required. Engagement of key public and private sector partners and ensuring that they have an opportunity to learn alongside core partners is critical. These partners include: Office of Homeless Services, Department of Commerce, Center City District and Chamber of Commerce, as well as, other philanthropic partners.

# Discovery Phase Synthesis: A Theory of Change for Same Day Work in Philadelphia

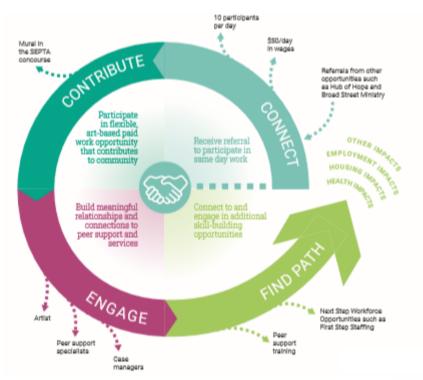
Based on findings from promising practice cities and key stakeholders in Philadelphia, we developed a working theory of change that presents an overview of what we hope will transpire in this work over the next two years. This is not a set of guidelines to follow but rather offers a snapshot of the aspirations we have for this work. We hope this offers a framework for planning, reflecting on, and communicating about the work. In the section that follows, we share the elements of our theory of change.

# **Program Focus**

Our programmatic efforts focus around a single question: How can a same day work opportunity using participatory art-making and peer support help improve the lives of individuals experiencing economic instability?

# Basic Program Design: What We Seek to Test and Explore

Returning to the initial program design we highlighted early in this report, we modified the four areas of focus to (1) connection, (2) contribution, (3) engagement, and (4) finding path. In many ways, this offers a typical approach to supporting individuals – offering a new activity/program that helps participants to build trust and connect, and ultimately open up new dialogues and pathways. Given that this is the first time we are implementing this program and the first time a same day work program is being implemented in Philadelphia, we don't know or understand how this will play out and what outcomes the effort will be most effectives in helping participants to achieve. Exploring these questions is a key focus of this work over the initial two-year grant period.



Program Partners: collaboration with a range of partners and participants

Core to this work is the partnership of Mural Arts, MHP, and participants in driving strong program implementation. Service and evaluation partners also serve important roles in helping to create a pipeline of participants and supporting efforts to learn and adjust practices along the way. Lastly, the perspective and opportunities for connection that broader city stakeholders bring is also seen as critical. Co-creation with and across these stakeholders is recognized as an important aspect of this effort's potential for success.





# Program Approach: development of strong learning structures

Furthermore, drawing on the lean start-up model of Build-Measure-Learn, our approach to program co-creation is one of implementing the model, measuring what happens, and learning and reflecting with all partners and stakeholders. In our theory of change, activities around *measurement* and *learning and reflection* are as critical as activities around the implementation of the program itself. We define these around three buckets in the theory of change: (1) Data Collection and Synthesis, 2) Implementation Team Reflection, and 3) Stakeholder Advisement.

# Program Outcomes: how we will define success

The success of our program will be assessed by the degree to which we are successful in identifying clear and relevant outcomes, identifying same day work strategies that drive towards these outcomes, and generating learning that influences not only our own work but the work of others.

The assumption underlying our theory of change is that we will not be able to achieve these goals and outcomes without the approach we have highlighted, one that includes participants and broader stakeholders, that values collection and use of data, and offers opportunities for engaging and reflecting regularly on those data with others to inform practice.

# We will:

- Identify clear and relevant outcomes for and with participants and communities
   Identify same day work strategies that meet outcomes most effectively and efficiently
- 3 Generate learning that influences other programs and city-wide strategies

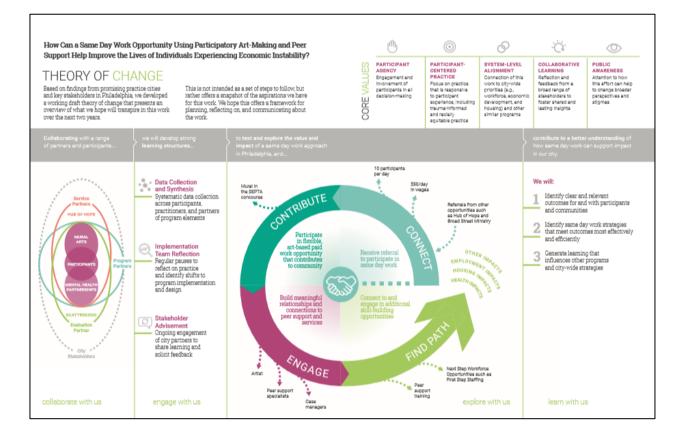
# **Program Values**

Lastly, our theory of change highlights a set of core values that includes: Participant Agency, Participant-Centered Practice, System-Level Alignment, Collaborative Learning, and Public Awareness. These values and statements help us to communicate with external stakeholders what is guiding us in this work.



# **Compiled Theory of Change**

In Appendix C, we offer a full-page version of the theory of change, the diagram below shows visually how the pieces highlighted above come together.



# Moving Forward: Decisions and Questions

As this work moves forward into an initial implementation phase, some key questions and decisions emerge around the theory of change. Next steps as a core partner group should focus on answering these questions.

# **Program Implementation:**

- How will this effort navigate the potential for too much demand? The program currently plans to serve 10-15 participants each day, but we know the need in Center City is much greater and based on the uptake of similar programs in other communities, figuring out how to create connections to this opportunity in equitable ways remains a key design question.
- Given the project's location in the Septa Concourse and existing Hub of Hope services in this this same space, what are the opportunities for engaging Hub of Hope as a partner and supporting the connection of Same Day Work participants to Hub of Hope supports? How can the Hub of Hope best identify and connect potential participants to this opportunity? What services can participants receive onsite at the Hub of Hope? What additional support connections might participants need?
- What will be the role of the lead artist and peer recovery specialists in supervising the site and connecting and engaging participants in the program? In other cities, individuals supervising the site where considered critical to the success of the program. Given the art-making focus, this same day work program has two separate roles, that of the lead artist and the peer recovery specialists, designed to support the work at the site, creating a clear sense of roles and responsibilities in supervising and supporting participants will be important.

# Data Collection and Synthesis:

• What data will be collected, from whom, when and how? Given the critical importance of data in driving continuous learning and improvement, a clear plan for collecting a range of data and documenting the experience will need to be in place. Critical in this will be establishing what the roles of different players should be in these data collection efforts, specifically the lead artist, peer recovery specialists, the program director, and additional evaluation capacity from the Scattergood Foundation.

# Engagement, Reflection and Learning:

• What are the different groups that will need to come together to reflect and learn about this work and in what forums is this best to do? Given the focus on multiple stakeholder groups and interest in leveraging the perspective of these groups to reflect on and learn about this work, specific structures and approaches will need to be established, including forums for those implementing this work, leaders from the core partner groups, and a broader advisory stakeholder group. These groups will also need to consider and establish ways of including participants and persons with lived experience in these forums.

	Albuquerque, NM	Lexington, KY	Camden County NJ
Screening criteria	<ul> <li>Ask people if they are willing and able to engage in manual labor for five hours, screen for sobriety</li> </ul>	<ul> <li>Only a few rules: (1) can't intimidate other, (2) can't have loud, boisterous language, and (3) want to work</li> </ul>	<ul> <li>No screening; ask them if they want to work for the day</li> </ul>
Payment policies	<ul> <li>Wages paid in cash</li> <li>No inquiry to how participants are using wages</li> <li>Individuals are informed of \$600 limit, issued a 1099 if they meet this limit, and informed that they need to report income if they meet threshold</li> </ul>	<ul> <li>Wages paid in cash</li> <li>No inquiry into how participants are using wages</li> </ul>	<ul> <li>Wages paid in cash</li> <li>No inquiry into how participants are using wages</li> <li>Once individuals reach \$600 threshold – connected to other employment opportunities through VOA</li> </ul>
Data collection	<ul> <li>W-9 every day someone works</li> <li>Drivers fill out demographic tracking form about participants and their needs daily</li> <li>Connection to behavioral health database</li> </ul>	<ul> <li>Initial registration that includes demographics</li> <li>Conduct surveys on the van about daily routines and needs</li> <li>Conduct additional surveys at end of day at New Life (more about medical needs and root causes of homelessness)</li> </ul>	<ul> <li>Basic demographic data</li> <li>Daily participation</li> <li>Services offered</li> <li>Participation in services</li> <li>Brief assessment after first day of needs</li> </ul>
Outcomes	<ul> <li>1,790 unduplicated participants</li> <li>613 engaged in employment services; 484 were seeking full- time employment; 81 found permanent jobs</li> <li>24 households have been placed in stable housing</li> <li>394 participants have engaged with behavioral health department to receive services</li> </ul>	<ul> <li>Connection to employment, medical, housing services</li> <li>Reduction in city-wide panhandling numbers (150 to 12-20 day)</li> </ul>	<ul> <li>Cost savings to park services (have been able to spend resources in other ways)</li> <li>Connections to part-time and full-time employment</li> </ul>
Other notes	<ul> <li>For participants that are working five days/week or have worked with us over 100 times, try to connect them to other employment opportunities</li> <li>Daily workers are covered by HopeWorks workers compensation policy</li> </ul>	<ul> <li>Most important person in the "system" is their supervisor/driver – sets rules and tone and gets to know participants</li> <li>Coupled same day work effort with broader campaign to reduce giving to panhandlers</li> </ul>	<ul> <li>WORK NOW is one strategy of broader partnership and homelessness initiative in Camden County</li> <li>Started another bridge program offering part- time opportunities at Camden County College</li> </ul>

# APPENDIX A: Additional Details about Three Promising Practice Cities with Same Day Work Programs

### **APPENDIX B: List of Potential Stakeholder Connections**

#### **Core Partners**

- Mural Arts
- Mental Health Partnerships
- Scattergood Foundation

### **Potential Implementation Partners**

- Avenue of the Arts
- Bethesda Project
- Broad Street Ministry
- Center City District
- Chamber of Commerce
- Doe Fund Ready Willing and Able
- First Step Staffing
- Free Library of Philadelphia
- Greater Philadelphia Cultural Alliance
- Impact Services
- One Step Away
- Pathways to Housing
- Philadelphia Housing Authority
- Philadelphia Police Department
- Project Home
- William Way LGBT Community Center
- Youth Attic Center

### **Private Funders**

- Barra Foundation
- Philadelphia Foundation
- Sheller Family Foundation
- United Way

## **Concourse Stakeholders**

- Athenian Razac
- Building Owners and Managers Philadelphia
- SEPTA
- Small Business Owners

## Additional partners?

- Veterans supports
- Workforce community
- Unions
- Marketing/PR
- Banking community

# **Specific Initiatives**

- City Bright
- Hub of Hope
- Joint Outreach Program Project Home/CCD/Philadelphia Police
- Mural Arts Porch Light
- Philadelphia Horticultural Society Re-Entry Projects

## **City Agencies**

- Department of Commerce
- Department of Behavioral Health
- Office of Homeless Services

# **Aligned City Plans**

- Fueling Philadelphia's Talent Engine
- Roadmap for Growth
- Roadmap to Homes
- Shared Prosperity

