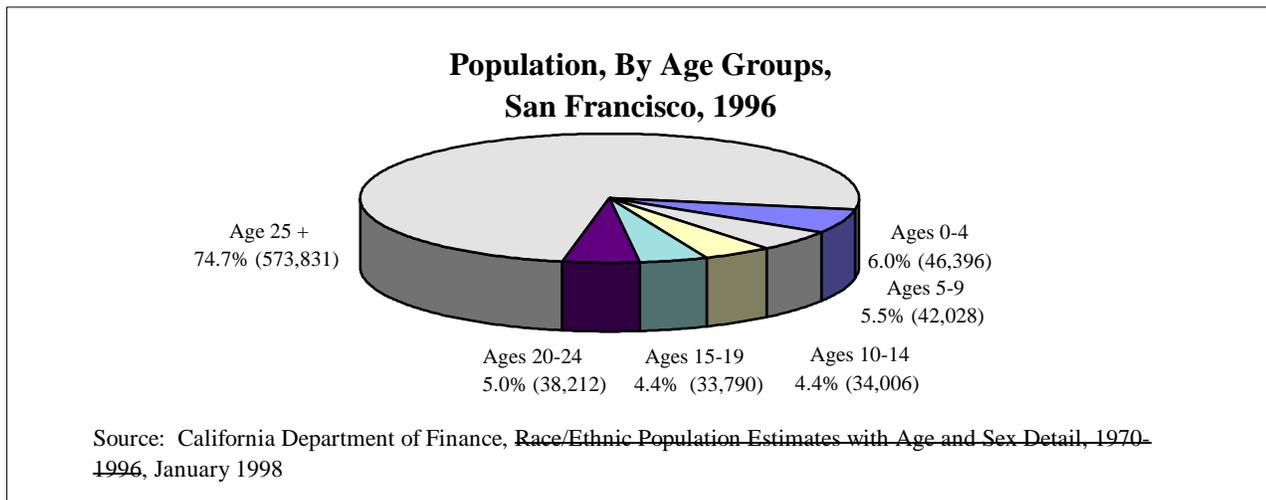


## DEMOGRAPHICS

### Population

San Francisco has a distinct demographic profile including a smaller proportion of children and youth within the total population and a more racially/ethnically diverse population than the rest of the state. San Francisco's total population (all age groups) rose from 723,900 in 1990 to 768,263 in 1996, a 6.2% increase.<sup>1</sup>

By Age. In 1996, an estimated 194,432 children and youth ages 0 to 24 resided in San Francisco, comprising 25.5% of the City's population. This represents only a 1.1% increase of individuals in this age group compared to 1990 (192,358). From 1990 and 1996, there was a large decrease in the number

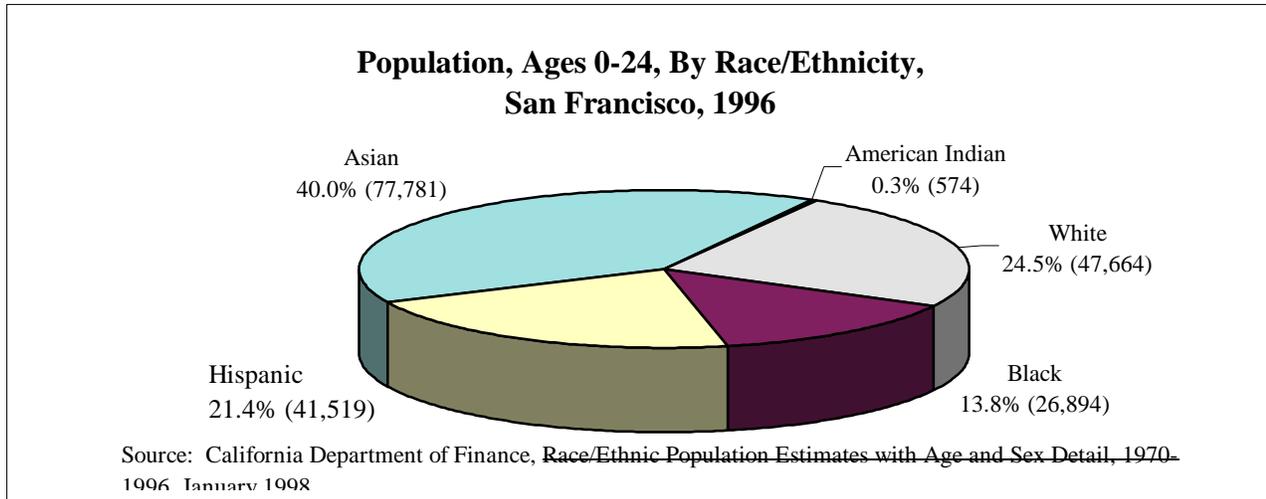


of young adults ages 15 to 24 in the City, which was more than counterbalanced by large increases in pre-schoolers (ages 0 to 4), young children (ages 5 to 14), and adults (ages 25 to 64). The number of elderly in the population has remained almost exactly the same over the six-year period. (Refer to the Appendix for detailed data.)

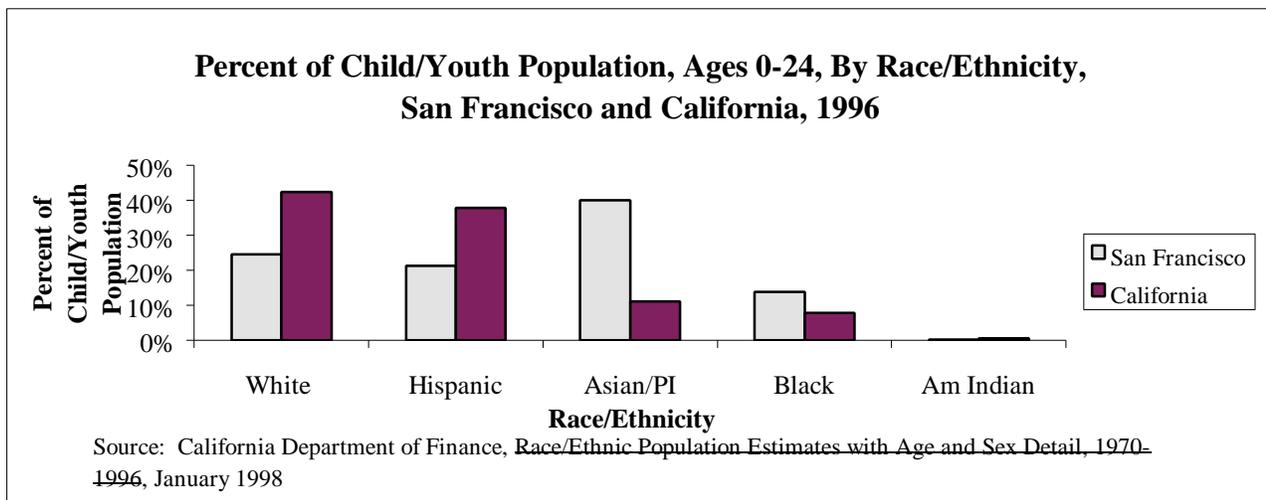
Compared to the state as a whole, San Francisco has a smaller proportion of children and youth in the population. In 1996, children and youth ages 0 to 19 represented 30.5% of the state's population, but only 15.9% of San Francisco's population. In the same year, youth ages 20 to 24 represented 6.5% of the state's population compared to 5.0% of San Francisco's population. Conversely, a larger part of San Francisco's population was comprised of adults ages 25 and over (74.7%), compared to the state (63.0%).

<sup>1</sup> California Department of Finance, Race/Ethnic Population Estimates with Age and Sex Detail, 1970-1996, January 1998. Racial/ethnic categories are those designated by the data source.

By Race/Ethnicity. In 1996, Asians were the largest racial/ethnic group among the San Francisco child and youth population ages 0 to 24, representing 40.0% of the under age 25 population. Whites were the second largest group (24.5%), followed by Hispanics (21.4%), Blacks (13.8%), and American Indians (0.3%).



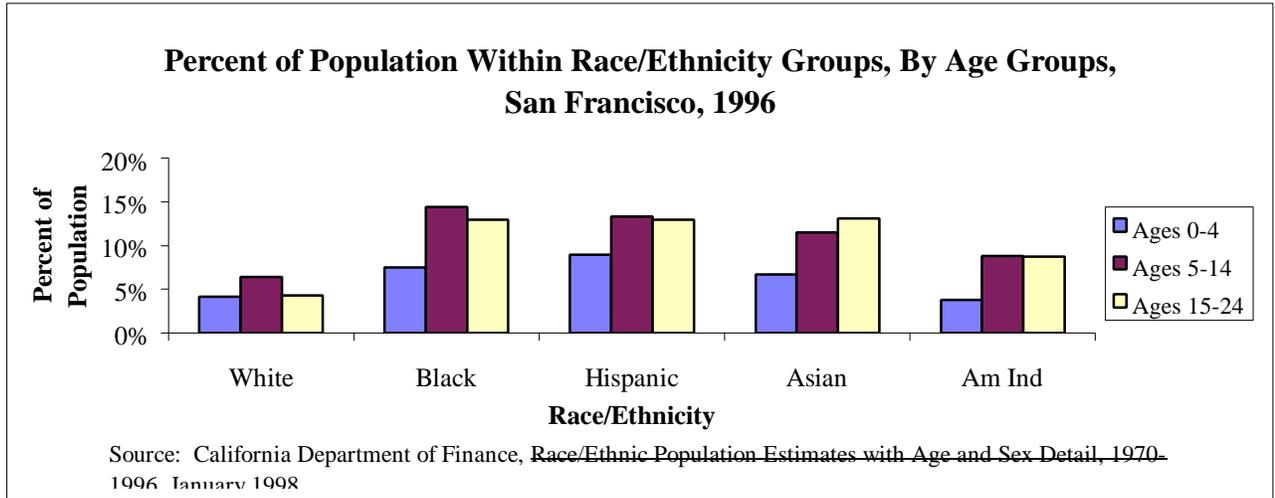
San Francisco’s child and youth population is racially/ethnically more diverse compared to the child and youth population statewide. Non-White racial/ethnic groups comprise 75.5% of San Francisco’s children and youth population compared to 57.6% statewide. San Francisco has a much larger percentage of Asian/Pacific Islanders and Black children and youth compared to the state while the



state has a higher percentage of Hispanic children and youth. American Indian children and youth comprise less than 1% of the child and youth population in both the City and the state. (Refer to the Appendix for detailed data.)

In general, non-White racial/ethnic groups in San Francisco tend to be relatively younger populations compared to the White population. For example, in 1996, close to one-third of the City’s Hispanic (35.2%), Black (34.9%), and Asian/Pacific Islander (31.3) populations were children and youth ages 0

to 24 compared to only 14.8% of the City's White population. Children and youth ages 0 to 24 represented 21.3% of the American Indian population in San Francisco. Conversely, a larger



proportion of the City's White population (85.2%) was comprised of adults ages 25 and older, compared to the Asian (68.7%), Black (65.1%), Hispanic (64.8%), and American Indian (78.6%) populations. (Refer to the Appendix for detailed data.)

**By Zip Code.** San Francisco is comprised of a diverse set of neighborhoods with residents that differ by age, ethnicity, income, health status, and other characteristics. Examining population characteristics at the zip code level can be a useful way to identify specific needs and to target resources most appropriately. However, population estimates more recent than the 1990 Census at zip code or neighborhood level are not widely available. CACI Marketing Systems provides is one of the available sources for zip code level population estimates.

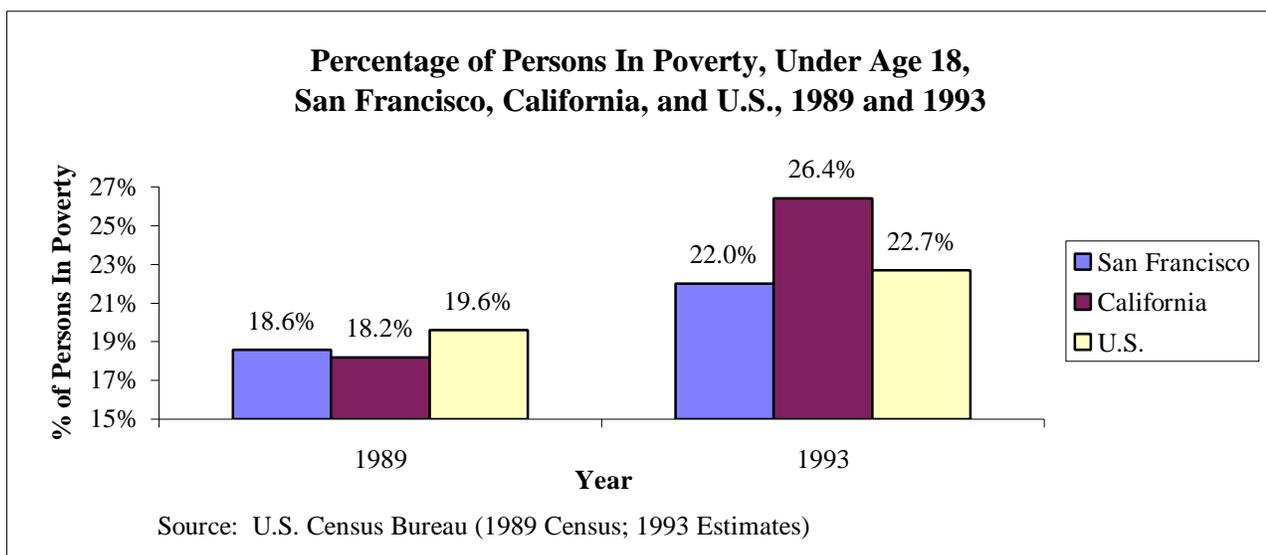
According to this source, all except one of San Francisco's 26 residential zip codes (or zip code clusters) have a population of children and youth ages 0 to 17 of at least 1,500. Almost one-quarter (25%) of the City's children and youth ages 0 to 17 reside in two zip code areas, 94110 (Inner Mission/Bernal Heights) and 94112 (Ingleside-Excelsior/Crocker-Amazon), and over half reside within six of the City's zip codes (94110, 94112, 94134, 94122 and 94124). St. Francis Wood/Miraloma/Seaside (94127) also has a large proportion (22.3%) of its population under age 18. The proportion of children and youth under age 18 in the zip code areas ranges as high as 32% in Bayview-Hunters Point (94124) and 28% in Visitacion Valley (94134) to as low as 6% in the Rincon/Telegraph Hill/Embarcadero (94111/04/05) area. (Refer to the Appendix for more detailed data and a description of the CACI dataset.)

**English Proficiency.** Enrollment and demographic data on San Francisco Unified School District (public school) students provides another way to estimate the size and identify the characteristics of the children and youth population in San Francisco including English proficiency. Refer to the "Education" section of this report for public school enrollment and demographic data.

## Socioeconomic Conditions

Poverty and socioeconomic conditions are important components of any assessment of children's health because they have been shown to be associated with many types of poor health outcomes, poor nutrition, lack of access to adequate health care, and greater exposures to many kinds of physical, social, environmental, and behavioral risks. While individuals may define "poverty" in a number of ways, the federal Department of Health and Human Services (DHHS) defines poverty within a set of guidelines it issues annually which are widely recognized and used as a standard definition for poverty in the U.S. The guidelines are used for administrative purposes to determine financial eligibility for Federal assistance programs, although many non-Federal agencies also refer to the guidelines.<sup>2</sup> (Refer to the Appendix for the 1998 DHHS Poverty Guidelines.)

Poverty. In 1993, an estimated 22% of San Francisco's children and youth under age 18 were in poverty, slightly lower than the statewide (26.4%) or national (22.7%) rate. Poverty rates for children and youth have risen since 1989 at the county, state and national levels. There are no neighborhood-level (sub-county) measures of the child poverty rate since the 1990 Census. (Refer to the Appendix for the 1998 poverty guidelines issued by the U.S. Department of Health and Human Services.)



Poverty is disproportionately concentrated among children, with the rate of poverty among children significantly higher than the rate of poverty in the overall population. In 1993, the poverty rate for San Franciscans of all ages was 13.5% compared to 22% for San Franciscans under age 18. Statewide, the rate for all ages was 17.4% compared to 26.4% for children under age 18.

In 1996, the poverty rate for individuals of all ages nationwide was 13.7% compared to 20.5% for children under age 18 and 17.9% for youth ages 18 to 24 (11.4% for adults ages 18 to 64, and 10.8% for seniors age 65 and over).

For the U.S. as a whole, the risk for being in poverty in 1996 was greater for children under age 6 than for all children under age 18. In addition, the risk of poverty was nearly six times as great for families

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<sup>2</sup> The DHHS guidelines are a simplified version of the Federal Government's statistical poverty thresholds used by the Bureau of the Census to prepare statistical estimates of the number of persons and families in poverty.

**Persons and Families in Poverty,  
By Selected Characteristics,  
U.S., 1996**

<u>Characteristic</u>	<u>% in Poverty</u>
All Persons	13.7%
Persons By Age Groups	
Under 18 Years	20.5%
18 to 24 Years	17.9%
Persons In Families	
All Ages	12.2%
Related Children Under 6	22.7%
Related Children Under 18	19.8%
Unrelated Children Under 18	46.9%
Families By Type	
Female Householder (Single Parent)	32.6%
Two-Parent	5.6%

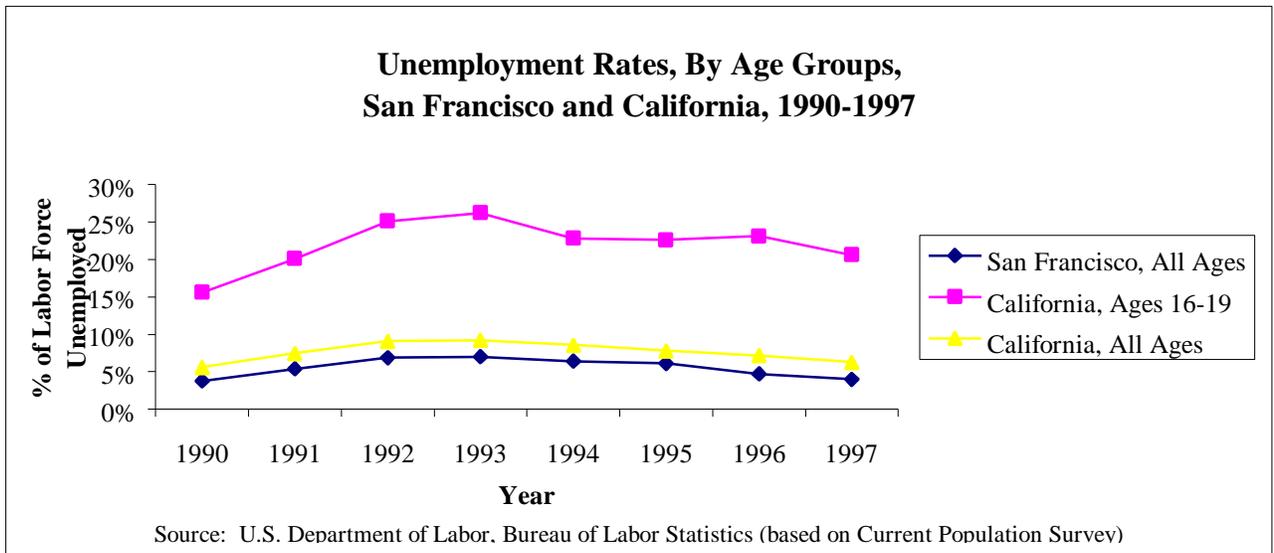
Source: U.S. Census Bureau. "Persons and Families in Poverty By Selected Characteristics: 1995 and 1996" (based on March 1997 Current Population Survey), obtained on-line May 10, 1998, at [www.census.gov/hhes/poverty/poverty96/pv96est1.html](http://www.census.gov/hhes/poverty/poverty96/pv96est1.html)

in single-parent female-headed households as compared to two-parent households. (1996 state and county level poverty data not available.)

Unemployment. Unemployment rates are commonly used as one of the key indicators of the economic status of a communities. In 1997, San Francisco had the seventh lowest unemployment rate among California counties with an unemployment rate of 4.0%, well below the statewide average of 6.3%.<sup>3</sup> The unemployment rate is the number of unemployed people as a percentage of the labor force.<sup>4</sup> Statewide, unemployment for youth ages 16 to 19 has generally been about three times higher than the unemployment rate among adults ages 20 and over. In 1997, youth unemployment in California declined for the fourth consecutive year, from a peak in 1993 of 26.2% to 20.6% in 1997, which

<sup>3</sup> State and county unemployment rates are annual average rates and are not seasonally adjusted.

<sup>4</sup> For purposes of calculating the unemployment rate, unemployed people are defined as those individuals ages 16 and over who are not working but are able, available, and looking for work (e.g., it does not include those who may be able to but have given up looking for work). It excludes individuals in the military or those who are institutionalized such as in prisons and in mental or physical health facilities.



followed the statewide and county trends for all age groups (from 9.2% in 1993 to 6.3% in 1997 for the state and from 7.0% in 1993 to 4.0% in 1997 for San Francisco). Unemployment rates for youth are not available at county level. (Refer to the Appendix for more detailed data.)

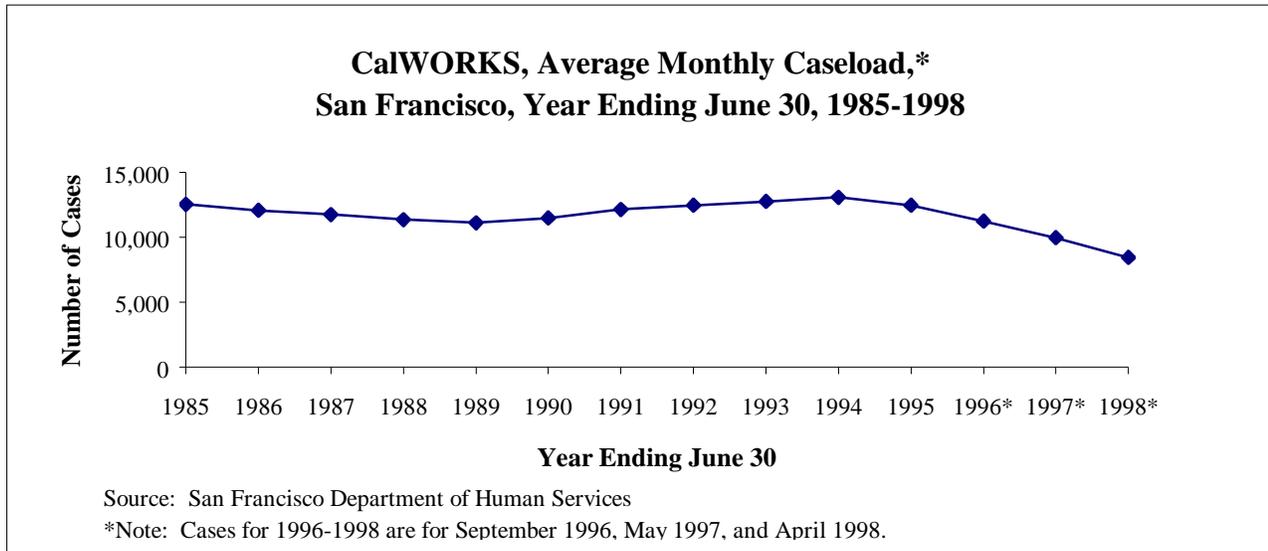
**CalWORKS.** Means-tested entitlement programs are available to all who meet need or resource-based eligibility criteria. They can be useful proxy indicators to track the magnitude and direction of poverty in the population. However, because a number of factors may affect whether the eligible population successfully enroll and access program services, caution must always be exercised when using entitlement program enrollment data since the data cannot always be used as a comprehensive indicator of the underlying social condition the program is addressing.

Enrollment in the Aid to Families with Dependent Children (AFDC) entitlement program was commonly used in the past to gauge the poverty status of children and families. However, the federal Personal Responsibility and Work Opportunities Reconciliation Act of 1996 (PRWORA) eliminated AFDC and replaced it with Temporary Assistance for Needy Families (TANF). PRWORA, or “welfare reform,” created block grants for states to provide time-limited cash assistance for needy families, with work requirements for most participants. Generally, TANF participants must be working within 18 to 24 months and have a five-year lifetime benefit limit. Furthermore, PRWORA gave states enormous flexibility to design their TANF programs.

California’s TANF program is called California Work Opportunity and Responsibility to Kids or CalWORKS. CalWORKS provides counties with flexibility in designing and implementing the program at the local level. San Francisco’s CalWORKS program began on April 6, 1998. Since CalWORKS five-year lifetime clock began on January 1, 1998, it is premature to assess whether program enrollment can continue to be reliable indicator of poverty, because the impact of CalWORKS rules on enrollment over the next several years is still unknown. Moreover, under CalWORKS, children (designated as dependents on the case) are not subject to the five-year limit, unlike the head of household (parent) on the case. If parents reach the mandated five-year lifetime benefit limit, dependent children may still continue to receive aid, as CalWORKS children-only cases, if need exists until the child is age 18. In this way, CalWORKS is meant to provide a safety net for children to

receive aid even if their parents do not qualify. States also have a 20% hardship allowance on caseloads to continue cases beyond five years without penalty from the federal government.<sup>5</sup>

As of April 1998, there were 8,452 CalWORKS cases in San Francisco, representing a 15% drop compared to May 1997 (9,987 cases). This represents the fourth consecutive year that caseloads

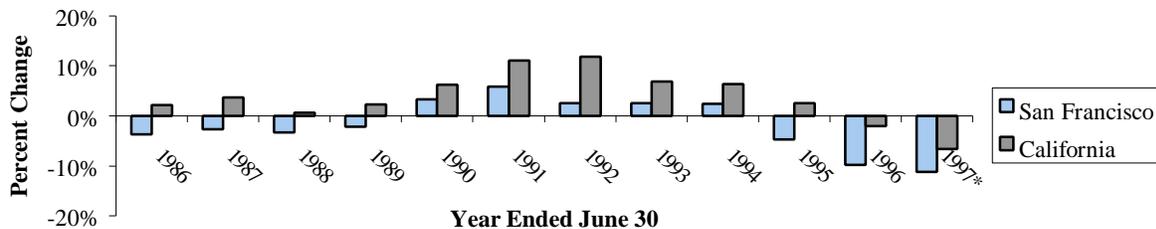


have declined, by 35% since 1994 (13,091). (Refer to the Appendix for detailed data.)

Statewide, CalWORKS caseloads are also declining, although less dramatically than in San Francisco. The number of statewide cases in 1997 was 8% less than in 1995. (Statewide data for 1998 not available. Refer to the Appendix for detailed data.) Both local and statewide declines in caseload

<sup>5</sup> The CalWORKS program arranges for other public benefits during the eligibility process. Medi-Cal assistance is automatically issued to anyone determined to be CalWORKS eligible. Eligibility for Food Stamps, which provides coupons to be redeemed at grocery stores for food purchases, is determined for each CalWORKS case. As a result of federal welfare reform, many immigrants lost their Food Stamps benefits due to mandates that non-citizens no longer qualify. In response, the State of California created state-funded Food Stamp program for children (ages birth to 17) and the elderly for Fiscal Year 1997/98 which will be expanded in Fiscal Year 1998/99.

**CalWORKS, Percent Change in Average Monthly Caseload,\*  
San Francisco and California, Year Ending June 30, 1986-97**



Source: San Francisco Department of Human Services; California Department of Social Services

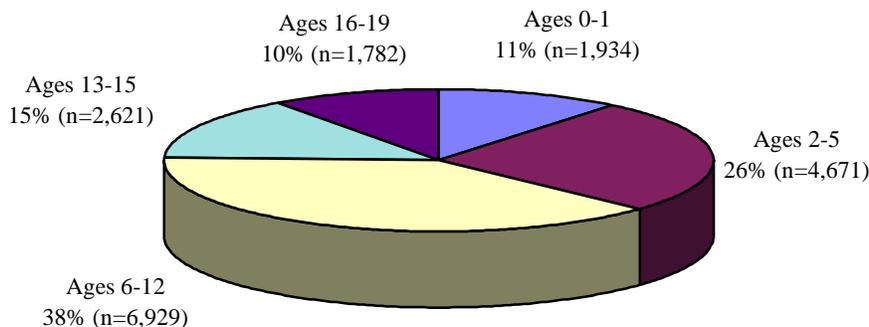
\*Note: San Francisco cases for 1996 to 1997 are for September 1996 and May 1997.

mirrors a national trend. Reasons for the decline in San Francisco include both economic recovery and the exodus of low-income residents from the City because of a lack of affordable housing.<sup>6</sup>

In May 1997, there were 9,942 CalWORKS cases, representing 27,727 individual recipients. Typically, about 80% of CalWORKS cases in San Francisco are single-parent families and about 20% are two-parent families in which the principal wage earner is unemployed. About 90% of single-parent families on CalWORKS in San Francisco are headed by women. In May 1997, 65% (17,937) of recipients were children up to age 19 and 35%; (9,790) were caregivers ages 16 and over.

Among child recipients, 39% were age 5 or younger, 39% were ages 6 to 12, and 25% were ages 13 to 19.

**CalWORKS Recipients, Ages 0-19, By Age Groups,  
San Francisco, May 1997**



Source: San Francisco Department of Human Services, ~~San Francisco TANF Snapshot Quarterly Report: All Households~~, September 1996-January 1998

Among caregivers, 3% (299) were ages 16 to 19 and 27% (2,667) were ages 20 to 29. The remaining 70% caregivers were age 30 and above, including 7% (701) who were age 50 or above. (Refer to the Appendix for detailed data.)

<sup>6</sup> The Mayor's Welfare Reform Task Force: Final Report, May 1997

About half (49%) of CalWORKS cases were families with one child, 28% had two children, and 21% had three or more children.

<b>CalWORKS, Number of Cases By Family Size, San Francisco, May 1997</b>		
<u>Family Size</u>	<u>#</u>	<u>%</u>
Families w/ 1 Child, Unborn	198	2%
Families w/ 1 Child	4,869	49%
Families w/ 2 Children	2,827	28%
Families w/ 3 Children	1,286	13%
Families w/ 4-6 Children	728	7%
Families w/ 7+ Children	34	<1%
<b>Total Families</b>	<b>9,942</b>	<b>100%</b>

Source: San Francisco Department of Human Services, San Francisco TANF Snapshot: Quarterly Report: All Households, September 1996-January 1998

Over half (54%) of San Francisco's CalWORKS families lived within five neighborhoods including Bayview-Hunters Point, Mission, Visitacion Valley, Ingleside/Excelsior, and Tenderloin. (Refer to the Appendix for more detailed data.)

<b>CalWORKS, Cases By "Top 5" Zip Codes, San Francisco, May 1997</b>			
<u>Zip Code</u>	<u>Neighborhood</u>	<u>Cas es</u>	
		<u>#</u>	<u>%</u>
94124	Bayview/Hunters Point	1,755	17.6%
94110	Mission	1,181	11.8%
94134	Visitacion Valley	945	9.5%
94112	Ingelside/Excelsior	896	9.0%
94102	Tenderloin	622	6.2%
-	All Others	4,588	45.9%
	<b>TOTAL</b>	<b>9,987</b>	<b>100.0%</b>

Source: San Francisco Department of Human Services, San Francisco TANF Snapshot Quarterly Report: All Households, September 1996-January 1998